United Nations A/HRC/WG.6/31/JOR/1

General Assembly

Distr.: General
23 August 2018
English
Original: Arabic

Human Rights Council
Working Group on the Universal Periodic Review
Thirty-first session
5–16 November 2018

National report submitted in accordance with paragraph 15 (a) of the annex to Human Rights Council resolution 5/1*

Jordan

* The present document has been reproduced as received. Its content does not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations.

GE.18-13863 (E) 100918 110918

1813863

Please recycle

Contents

		Page
I.	Introduction	3
II.	Methodology and consultation process	3
III.	Most significant developments in the human rights situation since the second review	3
IV.	Development of the judiciary	5
V.	Full implementation of recommendations	5
VI.	Partial implementation of recommendations	21
VII.	Challenges the Kingdom faces in making progress on human rights issues	21
VIII.	Jordan's view of the human rights situation	22
IX.	Conclusion	22

I. Introduction

1. Pursuant to an approach based on respect for and promotion of human rights and the consolidation of its lofty principles and values, the Kingdom adopts policies to protect and promote human rights and fundamental freedoms, adhering to lofty human rights standards. It submits its third report to the Universal Periodic Review of the human rights situation in the Kingdom in fulfilment of its international obligations and commitments, including the most recent developments and progress made in the human rights system.

2. Through analysis and study of the recommendations of the second review, the Jordanian Government has taken practical measures that reflect the extent of the response to the Universal Periodic Review in the form of preparation of a matrix of the tasks and priorities for each concerned authority to implement the recommendations within its competence. This matrix also included measurement tools, performance indicators and the challenges to implementation to be overcome in order to fulfil commitments when the Hashemite Kingdom of Jordan submitted its second report, adopted in March 2014.

II. Methodology and consultation process

3. The third national report was prepared in accordance with the established guidelines, the guidance note and national consultation methodology. A series of consultation meetings was held with the concerned parties — official and national institutions, civil society organizations and NGOs — to collect information on the recommendations accepted by the Kingdom in the second review period. A drafting committee was formed to prepare the report in accordance with the guidance note.

4. The meetings were organized by the Office of the Government Coordinator for Human Rights in the Office of the Prime Minister with the participation of stakeholders,[1] such as civil society alliances, the National Centre for Human Rights, the National Assembly, national institutions and international agencies, including the Danish Institute and the Office of the United Nations High Commissioner for Human Rights (OHCHR), in the presence of trade unionists and academic specialists, and took place between 2014 and 2018 with a view to coordination between the Government and those bodies. In this context, 11 discussion meetings were held (annex 1) in the presence of all the parties to discuss the progress made in implementing the recommendations and to hear the opinions, proposals and recommendations of stakeholders about the national report for the review of the human rights situation in the Kingdom.

5. The Drafting Committee prepared the initial draft of the report, which was presented to several alliances and stakeholders and to the National Centre for Human Rights. The committee received responses that were taken into account during the drafting of the report.

III. Most significant developments in the human rights situation since the second review

Normative and institutional developments relating to the promotion and protection of human rights

1. Normative developments

6. Much legislation aimed at the promotion and protection of human rights has been adopted and amended (annex 2).

2. National policies, strategies and plans

7. The Kingdom has adopted many national policies, strategies and plans that are compatible with human rights principles and national, regional and international standards for the promotion of various civil, political, economic, social, cultural and environmental

rights, including: the Comprehensive National Human Rights Plan 2016–2025 (annex 3), the National Plan for the Implementation of Security Council Resolution 1325 (annex 4), the National Plan for Implementation of the Sustainable Development Goals 2030 (annex 5), the National Plan to Counter Extremism 2014 (annex 6), the Jordanian Response Plan to the Syrian Crisis 2017 (annex 7), the Strategic Plan for Education 2018–2022 (annex 8), the National Strategy for Persons with Disabilities Second Phase 2010–2015 (annex 9), the Implementation Plan to Strengthen the Institutional Response to Domestic Violence Cases 2016–2018 (annex 10), the draft national strategy for Jordanian women 2020–2030 (under consideration), the Jordanian National Strategy for the Elderly 2018–2022 (annex 11), the National Agricultural Development Strategy 2016–2025 (annex 12), the draft national strategy for the prevention of human trafficking 2018–2021 (under consideration), the Criminal Justice Strategy 2017–2019 (annex 13), and the National Strategy for Juvenile Justice 2017–2019 (annex 14).

3. Institutional framework

8. The Jordanian Government has worked to support and strengthen the institutional framework for the respect of human rights and fundamental freedoms. In addition to the existing institutions, such as national institutions, departments and units in a number of ministries, several institutions and bodies have been established to promote and protect human rights, including:

- **Government Transparency Unit, Ministry of Planning and International Cooperation**.[2] The Unit aims to assist governmental, non-governmental and national bodies in joint follow-up of Jordan's commitments within the framework of the Open Government Partnership to redefine the relationship between citizen and State by enhancing the concepts of government transparency, accountability, participation of the people and free access to information and by harnessing new technology to promote good governance.
- **Complaints and Human Rights Office, Directorate General of the Gendarmerie**:[3] It aims to provide training on human rights standards, awareness of and education on basic rights and to follow up complaints.
- **Specialized Human Rights Training Centre, Public Security Directorate**:[4] It aims to strengthen and build the capacity of personnel dealing with human rights issues, to raise awareness and qualify officers and human rights workers through training programmes, workshops and cooperation with friendly countries to encourage respect for human rights.
- **Integrity and Anti-Corruption Commission**:[5] The Commission aims to improve the political and administrative system by seeing that it does not stray from the principles of national integrity, which endeavour to serve citizens and preserve their dignity, rights and property by ensuring that legislation is applied and that it works transparently to apply the principles of justice, equality and equal opportunities, combatting corruption in all its forms and protecting citizens' rights, the aim of which is to guarantee adherence to the principles of national integrity and fighting corruption by putting into effect the system of values and rules of conduct in public administration.
- **Cybercrime Unit, Public Security Directorate**:[6] It spreads awareness and guidance to all sections of society to avoid becoming victims of cybercrime, in addition to holding training courses for all public security employees and civil society institutions. It also seeks to create a secure electronic environment for all governmental and civil society institutions.
- **Government Coordinator for Human Rights, Office of the Prime Minister**:[7] The Office of the Coordinator seeks to strengthen the concept of the human rights system through the dissemination of a human rights culture, following up the implementation of recommendations approved by the Kingdom during the discussion of national reports to meet international obligations in the Human Rights Council. In addition, a higher committee has been set up to prepare and draw up the comprehensive national human rights plan and to involve trade unions, parties, national institutions and civil society institutions. Preparation of the plan focused on

the outcomes of these meetings and consultations, in addition to the stipulations of Islamic law and divine messages about human rights and preserving human dignity, and on coordination to hold many consultative and other meetings with the participation of a number of international and civil society institutions to discuss the recommendations of the Universal Periodic Review report on human rights, to which Jordan is committed. The Human Rights Coordinating Methodology was also prepared. It is based on highlighting the positive aspects of the Jordanian State and what has been achieved in all areas, whether in terms of legislation, policies or practices.

- **Human Trafficking Unit, Public Security Directorate**:[8] Its functions include receiving and verifying complaints and identifying victims, in addition to providing victims with protection, accommodation and psychological care services, securing tickets for voluntary departure, and awareness campaigns for employers and expatriate workers. In 2017, 309 complaints were submitted to the Directorate; there were 23 legally designated cases of trafficking in human beings; and some 175 victims were accommodated by Dar Al Karama and the Jordanian Women's Union.

- **Human Trafficking Unit, Ministry of Labour**:[9] It aims to investigate violations against workers. In 2016, 336 complaints were submitted to the department and transferred to the public prosecutor in cooperation with the investigation department of the Human Trafficking Unit, and 27 cases of human trafficking in human beings were detected. Inspection visits to recruitment agencies for domestic workers and factory workers in certified industrial zones and to companies have been intensified and suspicions of trafficking in human beings have been investigated. In 2017, there were 106 inspection visits. Moreover, a house was opened to accommodate victims of human trafficking by Dar Al Karama and the Jordanian Women's Union. In 2017, 175 victims of trafficking were accommodated, while in 236 different cases that did not reach the level of human trafficking, legal action was taken against employers under the provisions of the Employment Act.

IV. Development of the judiciary

9. According to the discussion papers of His Majesty the King, especially the sixth discussion paper (annex 15) entitled "The rule of law is the basis of a civil state", which is based on the fact that the advanced State protects the rights of its citizens, that is the true basis on which democracies, prosperous economies and productive societies are built and the guarantor of individual and public rights and an effective framework of public administration, while the principle of the rule of law means that all individuals, institutions and authorities are subject to the law. It is the duty of every institution to protect and promote the rule of law, which provides the foundation of prudent administration that applies justice, equality and equal opportunities. The operation of this system is the basis for tackling the extremism invading the region, mainly targeting young people, as a result of global, regional and local conditions.

10. A Royal Commission was formed to develop the judicial authorities and strengthen the rule of law, and conducted a comprehensive review and evaluation of the judicial authorities. It drew up a set of recommendation for improving the judiciary and the business environment, including recommendations to promote modernization of the administration of justice, ensure effective justice for citizens, enhance the independence of the judiciary and judges and to establish an economic chamber for commercial cases of economic importance, in addition to amending a body of legislation to ensure harmonization of human rights standards in national legislation.

V. Full implementation of recommendations

Rights of women (recommendations 48 and 55)

11. Article 308[10] of the Criminal Code, exempting a rapist from punishment if he marries his victim, was repealed under amended Act No. 27 of 2017. Emphasizing that marriage is prohibited without full and free consent with no defects in order to ensure that

there is no forced marriage, the Act requires the court to confirm the freedom of the parties to conclude the contract and affirms that the legal age of marriage is 18, although instructions have been issued to permit the marriage of a person who has reached the age of 15 years, but is under 18 years (No. 1 of 2017) (annex 16). This is a general rule to confirm the absence of forced marriage or violation of the provisions of the law. Training courses have been held for the sharia judges so that it is ascertained that marriage is by consent, choice and complete freedom and that the will of the parties to the contract is free of any defects of will or suspicions. Training sessions have been held for prospective couples, special awareness campaigns conducted and counselling offered. In order to limit the conditions under which those under 18 can marry, the Jordanian National Commission for Women and its partners have worked with civil society coalitions and through the annual international campaign against gender-based violence, Too Young to Marry, to raise the awareness of the local community, school students and associations to the importance of ending child marriage and its social, economic, health and psychological consequences.

Recommendations 12, 13, 14, 23, 30, 32, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93 and 98

12. The Strategic Plan for Education 2018–2022, covering all sections, categories and regions of the Kingdom, has been prepared to develop and improve education and the availability of non-formal education and literacy. The National Strategy for Women 2013–2017 is being updated for the period 2020–2030 in collaboration with UN Women and with the support of ESCWA to include the fifth Sustainable Development Goal (on gender equality and the empowerment of women), while a bill is in preparation on the budgets of government units for the financial year 2018 for gender mainstreaming. The Jordanian Fair Pay Committee has prepared a draft study to determine the types of discrimination faced by private school teachers, and a special contract for private schools has been published with greater benefits for private school teachers. The Government is also working to support and establish private sector nurseries in accordance with Article 72 of the Jordanian Employment Act No. 26 of 2010 (annex 17). The National Council for Family Affairs implemented the project Support and Establish Nurseries in the Public and Private Sectors 2017–2020, which is aimed at working women and children and promoting their rights by providing a stimulating working environment for women and a safe educational environment for children from birth to four years. Two hundred and thirty-five women have been trained, their capacities and skills have been developed regarding early childhood and dealing with children in nurseries and they have been made aware of their employment rights, while 70 new job opportunities have been created in 11 nurseries established for the children of working women. The services provided in nursery homes for approximately 300 children in institutional nurseries have been improved. In 2018, the project aims to establish 40 institutional nurseries in the public and private sectors, providing 250 new job opportunities for women, and to train and qualify 400 women on early childhood and nursery work. Moreover, the new Nurseries Statute was issued for 2018, its provisions including organizing and facilitating the establishment of nurseries in all official, voluntary and private agencies in order to create an appropriate work environment for women and to encourage them to enter the labour market. The provisions of this Statute also include the introduction of the Statute on domestic nurseries, a sector in which only women work, thus opening new employment opportunities for women only. The Statute also requires all nurseries to receive children with disabilities. The provisions of the Statute focus on the safety and security of children in nurseries, the provision of early childhood services and the right to education for some 1500 children from birth to 4 years. The Prime Minister has issued a memorandum requiring the gender of candidates for vacant posts to be unspecified and that appointments be according to eligibility, regardless of gender, whether male or female.

13. The Elections Act No. 6 of 2016 reserves 15 seats for women (the "quota") (annex 18). Women occupied 15.4 per cent of seats in the 18th Parliament, compared with 10.6 per cent in the previous Assembly in 2012. Under the provisions of article 3(c) of the Support of Political Parties Act No. 53 of 2016, the percentage of women participating in a party must be at least 10 per cent (annex 19). Women account for 35 per cent of participation in political parties. The Municipal and Decentralization Elections were held under the

Decentralization Act No. 45 of 2015 (annex 20), which set a minimum quota of 10 per cent of seats for women, and the Municipalities Act No. 49 of 2015 (annex 21), which set a quota of 25 per cent. Women won 32 per cent of local council seats and 13 per cent of total governorate council seats, while 32 women won through the seats reserved for women. Fifty-one women head their local councils.

14. In 2018, 52 women were in the diplomatic corps (18 per cent), as opposed to 45 in 2013 (17.2 per cent). In the judiciary, there are 215 women judges (20 per cent), one female member of the Judicial Council, while two female judges are members of the Court of Cassation. The executive programme of the Government for 2016-2019 (annex 22) includes encouraging the entry of women into the labour market, raising their participation in it from 15 to 24 per cent by 2025 and reducing the gender gap in the relevant sectors.

15. The Women's Empowerment in the Public Sector project for 2015 aimed to increase opportunities for women to occupy leadership positions, build their capacities and skills and increase their participation in policymaking and decision-making. In 2015 and 2016, 360 middle-level female employees were trained. The Flexible Work Statute No. 22 of 2017 (annex 23) was introduced into the Civil Service Statute, and the National Plan for Implementation of United Nations Security Council Resolution 1325 on women and security and peace was launched. The Cabinet formed a Ministerial Committee for the Empowerment of Women with a membership of relevant ministers to support the economic, social and political participation of women in public life. The Government adopted the 2030 Sustainable Development Plan, emphasizing the its commitment to gender mainstreaming in its work. A sectoral committee for equality and gender mainstreaming was set up under the chairmanship of the secretary-general of the National Committee for Women's Affairs and the Freedoms Committee, headed by the Commissioner-General of the National Centre for Human Rights, with the aim of establishing a framework for implementation of the Sustainable Development Goals. The Act amending the Military Retirement Act No. 12 of 2015, which gives working women the same benefits as men when retiring from employment, has been enacted. The Social Security Act No. 1 of 2014 concerning the just treatment of working women provides for the inheritance of the deceased woman's full salary by her eligible children, as is the case with men. The 2015 Leadership Appointment Statute was adopted to ensure fairness, transparency, justice and equality in recruitment to leadership positions, thereby promoting the presence of women in such positions.

16. Financial allocations to the Jordanian National Committee for Women's Affairs have increased to 700,000 dinars (JD) (equivalent to $1 million per year), and those to the National Centre for Human Rights to JD 750,000 annually to empower these institutions. The National Centre for Human Rights has some 45 employees. The staff of the Centre and liaison officers deployed in the Kingdom receive complaints through the available means.

Recommendations 43, 44, 45, 46, 47, 49, 50, 51, 52, and 53

17. The Protection from Domestic Violence Act No. 15 of 2017 (annex 24) includes reform provisions aimed at protecting the family and the reporting of any case of domestic violence. The Family Protection Department settles disputes in domestic violence cases with the procedures prescribed by the Act, ending with ratification by a court within seven days, provided that both parties agree and refrain from committing the offence. It should be noted that the Act includes the services that must be provided to the parties. The Act requires the courts to consider cases of domestic violence as a matter of urgency and in secret. Video links have been provided for the protection of juveniles and in cases of domestic violence. The penalties for rape, ill-treatment, abduction, and indecent assault have been increased under the amendments to the Criminal Code of 2017. The Shelters for Women at Risk Statute No. 171 of 2016 was issued with the aim of providing protection and temporary shelter to victims and the social care, livelihood, psychological, health, guidance, cultural and legal services they need. In addition, awareness campaigns were launched, Know, Don't Find Out and 16 Days to Fight Violence against Women and Children, the activities of which included social networking. Also worth mentioning is the role of the Family Reconciliation Centre in providing family protection and psychological counselling services, and the launch of the updated version of the national framework for

the protection of the family from violence and the national plan to respond to domestic violence. In 2014, the Kingdom joined the initiative UNiTE to End Violence Against Women.

18. In 2017, training programmes were held at the Regional Training Centre of the Department of Family Protection, Directorate of Public Security, including 21 courses in which 366 officers participated, in addition to the Juvenile Police Department, and 19 courses for staff and judges on violence against women. Training courses were held to develop police and judicial capacities in the use of modern technologies for hearing the testimony of children, including training in applying the text of the law to take into account the psychological state of the victim. The three regions of the Kingdom were covered by the Family Council in cooperation with the High Commissioner for Refugees (UNHCR).

19. The perpetrators of honour crimes have been excluded from taking advantage of the mitigating excuse contained in Article 98 of the Criminal Code No. 27 of 2017 (annex 25) to achieve greater deterrence.

20. Complaints services have been put into effect for the reporting of cases of abuse of students by teachers and school staff through a hotline, written complaints and complaints transmitted from the government website. They are followed up and the necessary action is taken. (annex 26).

Recommendation 34

21. The Maintenance Fund Statute No. 48 of 2015 was issued and began operations by receiving applications and lending to beneficiaries under the provisions of the Statute. It will be extended to all regions of the Kingdom. In 2017, one million dinars from the general State budget were set aside for the purposes of implementing the provisions of this Statute; 100 per cent of applications submitted met the requirements and payment was made. By May 2018, 251 applications had been submitted; 178 were accepted and 73 were rejected because the required documents were incomplete. The Fund provides its services regardless of the nationality or religion of the applicant.

Recommendation 54

22. The Prevention of Trafficking in Persons Act No. 9 of 2009[11] pays particular attention to women and children, in line with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. More protection is afforded to the most vulnerable victims, especially women and persons with disabilities, through the provision of medical, psychological and housing services for victims, legal counselling and work to reintegrate them into society according to the standards of aftercare. Work has also been done to extend the Economic Empowerment of Victims Statute to Dar Karama under the Ministry of Social Development.

Recommendations 22 and 25

23. Articles 6, 101 and 102 of the Jordanian Constitution provide that all Jordanians shall be equal before the law and guarantee the right to take legal action before the courts regardless of gender, race or religion (annex 27). All procedural, criminal and civil laws are a guarantee of justice and equality in all police and judicial investigations. The Executive Programme of the Government for 2016–2019 was designed to harmonize national plan indicators with the Jordanian Women's Strategy and the Sustainable Development Goals 2030, while its indicators on women are in the Government Implementation Plan for the Economic and Social Vision 2025. The Sharia Courts Act of 2016 was promulgated to ensure the standards of a fair trial, particularly the right to take legal action and access to justice. The amended Code of Procedure of the Sharia Courts Act No. 11 of 2016, which promotes the principle of justice, was also promulgated. The National Council for Family Affairs launched the National Strategy for the Elderly in 2017 and its Executive Plan for 2018–2022 in cooperation with the National Committee for the Elderly. It aims to improve the services provided to the elderly and to make the issues of the elderly a national priority. It includes four priority areas: health, and economic, environmental and social matters.

Rights of the child

Recommendations 8, 24, 58 and 59

24. The provisions of the Juveniles Act No. 32 of 2014 make provision for juvenile courts and prosecutors and special police to deal with juveniles (annex 28). The executive regulations and instructions of the Juveniles Act (annex 29) were issued to provide the basis for application of non-custodial sentences (annex 30) and the separation of juveniles from adults. The age of criminal responsibility was raised to 12 years and detention was made a last resort since the provisions of the Act are aimed at reform and rehabilitation and not punishment. Services are provided to juveniles according to their needs through qualified specialist psychologists and social workers as an essential element of the conduct of cases and the validity of procedures. It is stipulated that the offence should not be considered a criminal offence to the disadvantage of the juvenile.

25. The legal accountability of Juveniles Act enforcement personnel has been set out in article 4 as a result of violations by those executing the Juveniles Act. Places have been designated for juveniles according to needs, namely the Juvenile Rehabilitation Centre, the Juvenile Welfare House and the Juvenile Education Centre. The aforementioned Act provides guarantees such as that juveniles shall not be shackled, and force may be used only when and to the extent necessary to prevent danger to them or to prevent them harming themselves, and that juveniles shall be provided with medical care. Article 5 of the same Act stipulates that the necessary measures shall be taken to separate juveniles according to the offences committed or the degree of risk, and to separate detainees from convicted persons.

Recommendations 39, 40 and 95

26. Working children fall into the category of juveniles needing protection and care under the Juveniles Act. A draft of the statute to protect children from unlawful work is in preparation in cooperation with the International Labour Organization (ILO) and UNICEF (annex 31). Sixty-eight training courses attended by 220 labour inspectors have been conducted on development, international refugee law and combating human trafficking in order to eliminate violence against children. The Child Labour Department, the Complaints Department, the Hotline, the Home Inspectors Section and the Human Trafficking Department have been established. Rules and regulations governing the domestic migrant labour sector have been promulgated, giving domestic workers more advantages than those provided for in the Employment Code (annex 32). A specialized committee has been set up to study occupational safety and health regulations to ensure that workers have a working environment free from the risks of occupational injuries. In addition, the Flexible Work Statute No. 22 of 2017 sets out the categories subject to it.

Rights of persons with disabilities

Recommendation 7

27. Article 27 of the Rights of Persons with Disabilities Act No. 20 of 2017 (annex 33) regulates the work of centres and institutions for persons with disabilities, stipulating that it is not be permitted to place such persons in day-care or shelter homes without obtaining free and informed consent, nor is it permissible to grant a licence to establish new private housing facilities for persons with disabilities after the provisions of the Act have come into force. Article 28 of the Act requires governmental and non-governmental bodies that provide shelter, day-care and rehabilitation services for persons with disabilities to apply quality of services standards and employment rules standards, and lays down conditions and standards for those working in this field issued by the authorities responsible.

Recommendations 19 and 36

28. The Rights of Persons with Disabilities Act includes children and women with disabilities in the general principles stipulated in article 4. Article 5 of the Act states that persons with disabilities may not be deprived of their rights or freedoms nor may their enjoyment or exercise of them be restricted or their freedom to make decisions be restricted

on the basis or because of disability. The Act amending the Criminal Code No. 27 of 2017 contains new provisions that make disability an aggravating circumstance in offences involving physical and psychological abuse, sexual assault, fraud and neglect in care or abandonment.

Recommendation 110

29. Forced sterilization is a punishable offence under the provisions of Article 330 of the amended Criminal Code No. 27 of 2017 (annex 34). The General Fatwa Department has issued decision No. 194 (2/2014) prohibiting removal of the uterus of girls with disabilities and on the responsibility of society towards them. There is civil as well as criminal liability of persons responsible and the doctors performing this criminal act. Such girls have the right to financial compensation and, if the representative of a person with a mental disability or impairment does not come forward, the Public Prosecutor's Office claims their financial rights on their behalf.

Recommendation 111

30. The second phase of the National Strategy for Persons with Disabilities has been evaluated (2010–2015). The direct quantitative and qualitative results of evaluation of the performance and achievement of its main lines showed that media, education and awareness achieved the most, with a rate of 79 per cent, while accessibility was the lowest, at 11 per cent. In order to guarantee the rights of persons with disabilities, the Rights of Persons with Disabilities Act No. 20 of 2017 lays down the principle that these rights be included in the policies, strategies, programmes and plans of all the parties responsible for implementing the provisions of this Act.

Recommendations 112, 113 and 115

31. The Rights of Persons with Disabilities Act No. 20 of 2017 aims to raise the living standards and conditions of persons with disabilities through recurrent cash assistance and other forms of monetary support provided by the National Aid Fund, and by financing operational projects for persons with disabilities and their families through allocation of a proportion of soft loans within the provisions of article 26 thereof. It also requires governmental and non-governmental entities to allocate 4 per cent of vacancies to persons with disabilities under the provisions of article 25. The Government has also taken action on the employment of persons with disabilities by establishing a special section of the Ministry of Labour responsible for the employment of persons with disabilities through procedures and practices such as to increase their involvement in the labour market. In 2017, 283 persons were employed. In addition, strategies and plans to combat poverty include measures to ensure the inclusion of persons with disabilities in activities and programmes under the provisions of Article 29 of the same Act. In order to support their right to integration and self-reliance, the same Act provides for the development of a comprehensive national plan that includes solutions and transitional and permanent alternatives to governmental and private shelters and transforming non-governmental housing facilities for persons with disabilities into integrated day service bodies. Implementation of the plan should take place within one year of the date of entry into force of the Act and not exceed 10 years.

32. The Early Intervention Centres for Children with Disabilities Statute, 2017 (annex 35) was issued with the aim of early intervention to integrate children with disabilities into society and to assess and meet their needs through specialized programmes.

Recommendations 114 and 116

33. With regard to improving access by persons with disabilities to public and civil facilities, the construction requirements for persons with disabilities have been updated to meet international standards. Article 32, paragraph 1 (b), of the Rights of Persons with Disabilities Act No. 20 of 2017 provides for the development of a national plan to adapt buildings, facilities, places of worship and tourist sites that provide services to the public within a timeframe not exceeding 10 years and the involvement of persons with disabilities and their organizations in the drafting of this plan. Furthermore, an emergency line (114)

has been set up for the deaf enabling them in case of emergency to make video calls to the command and control centre of Public Security. Regarding improved access to schools and to achieve what is provided in the Rights of Persons with Disabilities Act on developing a comprehensive national plan for the integration of persons with disabilities in educational institutions, an advisory committee including representatives of the Ministry of Education and experts has been set up to prepare the plan.

Labour rights and migrant workers

Recommendations 121 and 126

34. The Employment Act requires employers to provide a safe working environment to protect workers from the hazards and diseases that may result from work and to comply with the occupational health and safety conditions under the Act and the regulations, instructions and decisions issued thereunder. In 2017, the inspection department of the Ministry of Labour intensified inspection visits to various places of work and establishments to ensure application of the Act: number of institutions visited: 79,589; number of workers' complaints received: 2,297; number of workers complaints resolved: 798; number of violations: 4,415; number of warnings: 6,157 (annex 36).

35. Labour inspectors attended several training courses and workshops. There were 64 such courses in 2017, when 220 labour inspectors attended two or three training courses during the year. The Occupational Health and Safety Directorate was set up to increase the supervision of buildings in terms of providing a risk-free working environment (annex 37).

Recommendations 96, 99, 120, 122, 123

36. Article 77 (b) of the Employment Code provides for the protection of domestic workers from forced labour. Complaints are investigated immediately they have been lodged by the worker herself or the embassy representative to the Ministry headquarters or to the Domestic Workers Directorate. The worker has the right to lodge a complaint against the employer under article 77 (b) (annex 38).

37. The Committee on Non-Jordanian Domestic Workers' Affairs was established under the Domestic Workers Statute No. 90 of 2009 to examine complaints lodged by workers, employers or agencies. Most of the problems have concerned the fining of workers and accordingly a decision was issued allowing domestic workers to rectify their situation by exempting them from fines for exceeding residence due to non-renewal of the work permit in order to facilitate their return to their countries.

Prevention of torture

Recommendation 37

38. There is much attention to the detention environment and its adaptation to international and national human rights standards. Temporary detention facilities have been rehabilitated, the quality of services provided to detainees improved, as have initial procedures for dealing with detainees by informing them of all their rights and of the procedures that will be carried out during their detention, and those procedures are documented. The Code of Practice Governing and Regulating the Detention of Persons was issued in 2014. Investigation and prosecution procedures are carried out in accordance with the rules and regulations of the regular courts, which are fully consistent with international standards, particularly those relating to fair trial guarantees. When any offence is committed, including torture, it is investigated and regulated according to the proper legal conditions and referred to the competent court, subject to the same legal supervision instruments as other offences. In 2015, the Public Security Act was amended and the Police Justice Directorate and the Police Appeals Court were established to hear appeals against decisions of the Police Court, in full conformity with international standards on a fair trial and human rights. One member of the Court must be a regular judge appointed by the President of the Judicial Council. The Ministry of Justice has prepared a guide for public prosecutors on the investigation of torture offences which has been distributed to all police prosecutors. The Comprehensive National Human Rights Plan 2016–2025 examines the

possibility of referring perpetrators of torture offences to the regular courts. Four cases of torture are currently before the police courts. (Annex 39: Number of cases of ill-treatment).

Statistics on cases of ill-treatment 2015–2017

	Cases of ill-treatment			
Year	*Convicted*	*Not convicted*	*Pending*	*Case to police court*
2015	58	162	9	23
2016	21	167	14	6
2017	46	114	87	15

Harmonization of legislation

Recommendations 1, 2, 3, 4, 5, 6 and 31

39. Articles 100, 54, 20 and 208 of the Criminal Code No. 27 of 2017 on the crime of torture (annex 40) have been amended so that the minimum becomes one year and the maximum three years.[12] The civil and political rights section of the Comprehensive National Human Rights Plan 2016–2025 highlighted the amendment of legislation to ensure that the concept of torture was extended to comply with the Convention against Torture and that the penalties imposed on perpetrators were increased. This is in line with international standards, and commitments to implement the recommendation.

40. The Handbook on Consolidated National Action for the Prevention of Gender-Based Violence, Domestic Violence and Violence Against Children has been prepared (annex 41).

41. Article 62, paragraph 2(c), of the Criminal Code has been amended in relation to surgical operations and medical treatment for children to require the consent of one of the parents. Article 308 of the Criminal Code that provided an exemption for persons convicted of rape has been repealed. The Protection from Domestic Violence Act and the Juveniles Act have been submitted and adopted.

42. The Rights of Persons with Disabilities Act No. 20 of 2017 is based on equality, non-discrimination and equality of opportunity and is compatible with conventions on human rights and the protection of persons with disabilities from discrimination in all areas, especially women and children. The Act defines violence as "any act or omission that deprives a person with disabilities of a right or freedom or of the right to exercise them or any prejudice to his or her physical integrity or infliction of mental or psychological harm on the basis of disability".

Recommendations 94 and 10

43. A Royal Commission to develop the judiciary and strengthen the rule of law was set up in 2016. Its membership included civil society institutions, foremost among them the Bar Association. One of the outputs of the Commission's work was a set of recommendations for legislative amendments to laws and regulations. The following have been adopted: the Independence of the Judiciary Act, the Formation of the Regular Courts Act, the Code of Criminal Procedure, the Mediation for Settlement of Civil Disputes Act, the Criminal Code, the Major Felonies Court Act, the Code of Civil Procedure, the Magistrates' Courts Act, the Evidence Act, the Execution Act, the Administration of Justice of the State Act, the Bar Association Act, the Expertise before the Regular Courts Statute, the Inspection of the Regular Courts Statute, the Jordanian Judicial Institute Statute and the Notary Licensing Statute. It should be noted that the Comprehensive National Human Rights Plan 2016–2025 expressly provides for the involvement of civil society institutions in the committees formed to review laws. The Legislative and Opinion Bureau also publishes a draft of any legislation on its website and receives any observations to be presented to the Law Committee of the Legislative Council for consideration and to take into account proposed amendments.

Recommendations 11 and 16

44. The Prime Minister issued a general memorandum to follow up the implementation of the recommendations contained in the annual report of the National Centre for Human Rights. The Cabinet also formed a committee to follow up the recommendations of the National Centre for Human Rights and to prepare a report on them to promote respect for and protection of human rights.

45. The National Council for Family Affairs was the national institution that prepared the draft national strategy for juvenile justice (2017–2019) in partnership with the official authorities, civil society organizations and UNICEF. This culminated in adoption of the strategy for implementation in the Kingdom, and its dissemination. The National Council was also involved in drafting the bill on the rights of the child, which will be submitted before the end of this year. Moreover, through the establishment of the National Council as a national institution, the State took the approach of holding three extended workshops in the first quarter of 2017 to discuss the bill on protection from domestic violence. The workshops brought together all the relevant institutions within the State and the members of both chambers of the National Assembly, which ultimately adopted Act No. 15 of 2017. Meetings were also held with Members of Parliament to discuss demands relating to the request to amend the Temporary Personal Status Act in the first half of this year, which demonstrates the participation by and coordination between State institutions.

Recommendations 42, 60 and 61

46. The Crime Prevention Act No. 7 of 1954 is a preventive and constitutional law aimed, not at restricting personal freedoms, but rather at preventing, before they occur, crimes that violate the security of society and public order, especially murder, crimes committed in the name of honour and theft. The Administrative Governor intervenes to protect life and property when he is convinced that administrative detention should be used to ensure the safety of citizens and to prevent crime. Administrative detention under this Act is subject to specific restrictions. Application of the Act is limited to specific cases of persons who are very dangerous, outlaws and persons accused of assault and intimidation of citizens. Administrative detention is for temporary periods until a guarantee is provided to ensure the good behaviour of such persons, that they present no further risk to citizens and will not return to criminality. Under Article 8 of the Juveniles Act, a juvenile may be arrested only by decision of the competent judicial authority. The Amana Women's Shelter and Rehabilitation Centre has opened for female administrative detainees and women at risk under the provisions of the Shelters for Women at Risk Statute No. 171 of 2016 and the regulations issued pursuant thereto.

47. Administrative detention is a precautionary measure used to achieve public and private deterrence objectives and is applied in legally defined cases. When this Act is applied, lawyers may attend the questioning of suspects by the administrative authorities. The acts attributed to suspects must be ascertained before the issuance of the memorandum of proceedings against them. If these acts fall within the jurisdiction of the courts of law, the person complained of shall be assigned for review in writing without the need to investigate them. If the acts fall under the jurisdiction of the Administrative Governor, he shall conduct the legal procedures according to the above.

48. There are specific legal standards and controls for the arrest of persons suspected of committing offences. The rules of the Code of Criminal Procedure are applied when any person is brought before the Administrative Governor, it is also applied to all other offences in the Kingdom. Article 5/4 of the Crime Prevention Act provides that proceedings under this Act with regard to taking testimony under oath, questioning witnesses, the presence of lawyers, the filing of orders, memoranda of proceedings and other documents, objection to and execution judgements, and the procedure itself shall follow the procedure of the first instance courts. The decisions of the Administrative Governor are subject to appeal before the Administrative Court, which now has two levels under the Administrative Judiciary Act No. 27 of 2014. The injured party has the right to challenge the Administrative Governor in both criminal and civil proceedings if the decision is contrary to the provisions of the law (arbitrary).

Recommendations 62 and 63

49. The Ministry of Justice has adopted legislation on alternative penalties to deal with the issue of judicial detention and its length before and during the trial and to implement the recommendations of the report of the Royal Commission to develop the judiciary and strengthen the rule of law by amending the Criminal Code and legal provisions that allow the application of alternative and societal penalties and the use of alternatives to pre-trial detention, especially in minor offences in the Criminal Code. Electronic supervision (tagging) has been approved, a distinct addition to the development of criminal justice in the fight against crime. The Code has been amended by adding Article 25bis, entitled "Community Reform Alternatives", which provides: Community service (obliging the convicted person to perform unpaid work to serve the community for a period determined by the court of not less than 40 hours and not more than 200 hours, the work to be carried out within a period not exceeding one year), community monitoring (requiring the convict to be subject to community supervision for a period of not less than six months and not more than three years), and community supervision conditional on one or more rehabilitation programmes (to compel the convicted person to undergo a rehabilitation programme determined by the court in order to assess his conduct in order to improve it). The Ministry of Justice has prepared instructions on community penalties and amended the organizational structure of the Ministry by establishing a Community Penalties Directorate. Electronic supervision (tagging) has been adopted, a distinct addition in the field of developing criminal justice in the fight against crime. Under article 158 of the Code of Criminal Procedure, the prosecutor or the court may use modern techniques in investigative and trial proceedings without prejudice to the right to a hearing, including the remote trial of an inmate from the Reform and Rehabilitation Centre as set forth in the statute issued for this purpose. Modern technology instruments, including tapes and CDs, are subject to prescribed protection measures to maintain their confidentiality and the privacy of the witness or the inmate. On 30 July 2018 the Cabinet decided to approve the Statute on the Use of Modern Technology In Criminal Proceedings and the Statute on the Use of Electronic Means in Civil Judicial Proceedings in order to provide fair trial guarantees for those tried using modern technical means in terms of the right of the defence and the provisions on publicity and attendance. The amended Criminal Code (2017) has removed hard labour as a penalty and replaced it with the penalty of work only. Furthermore, the penalty imposed on police officers for failing in the tasks entrusted to them has been increased. Article 22 of the Code of Criminal Procedure requires the public prosecutor to regulate the matter and submit it to the public prosecution office, which refers it to the competent public prosecutor or the competent court.

50. In another development, provision has been made to set up a fund in the Ministry of Justice and under its supervision called the Legal Aid Before the Courts Fund under Article 208 of the Code of Criminal Procedure. Legal aid fees payable under the Code and the regulations and instructions issued are paid from the Fund. The competent official authorities, any of the institutions concerned or to any citizen or resident of the Kingdom who is unable to appoint a lawyer may submit a request to the Minister of Justice for legal aid under the provisions of the legislation in force and in coordination with the Bar Association. Between 1 January 2016 and 1 April 2018, 340 persons benefited from legal aid from the Legal Aid Fund. It should be noted that nominated liaison officers (original and alternate) who have a law degree and work in the courts are required to communicate with the Legal Aid Directorate to facilitate procedures for providing legal aid to applicants.

Recommendation 64

51. The State Security Court Act No. 19 of 2014 has been amended to restrict the jurisdiction of the Court to the five offences referred to and stipulated in article 101 of the Jordanian Constitution. No civilian may be tried in a criminal case in which not all of the judges are civilians, except for treason, espionage, terrorism, drug offences and counterfeiting. The Code of Criminal Procedure, which represents the guarantees of a fair trial, is the same as that applied by the State Security Court. Judgments of the State Security Court are not final and are subject to appeal to the Court of Cassation. Most of the Court's organs include civilian judges, in accordance with article 2 of the State Security Court Act.

Recommendation 65

52. Articles 150 and 276 of the Criminal Code on racial discrimination have been amended to increase the minimum penalty from six months to one year, in line with the International Convention on the Elimination of All Forms of Racial Discrimination. (Annex 42)

53. The International Convention on the Elimination of All Forms of Racial Discrimination has become part of legislation and could not be violated once it was published in the *Official Gazette* on 15/6/2006.

54. Articles 6 and 101 of the Jordanian Constitution stipulate non-discrimination, while the Criminal Code No. 27 of 2017 has made the penalties for perpetrators of the offence of racial discrimination more severe by raising the minimum penalty to more than three months. Consequently, the penalty of imprisonment may not be replaced by a fine, which results in achieving general and particular deterrence of any person who contravenes the provisions of the Code with respect to racial discrimination offences of any kind and ensures fair redress for victims.

Right to freedom of opinion and expression

Recommendations 66–81

55. In its seventh objective, strengthening protection of the right to freedom of opinion and expression, the Comprehensive National Human Rights Plan (2016–2025) includes reviewing the Criminal Code by abolishing custodial sentences, respecting the rights, reputation and private life of others, and combating any advocacy of national, racial or religious hatred, satisfaction with fines that are not excessive, taking into account the right of the injured party to claim civil compensation, and prohibiting in the relevant legislation the arrest of journalists for expressing their opinions orally, in writing and through other means of expression. Any action taken regarding journalists may not be for expressing an opinion, but rather for contravention of the Criminal Code, which guarantees the rights of journalists and other persons in conformity with the provisions of article 19 of the International Covenant on Civil and Political Rights. As for the laws regulating the exercise of the citizen's right to opinion and expression, the penalty provided for in the Code is commensurate with the nature of the offence. The Jordanian Constitution guarantees citizens the right to resort to the courts within the law if they experience injustice or arbitrariness in application of the law.

56. A Complaints Committee has been set up to deal with media disputes out of court under article 4 (j) of the Audiovisual Media Act, and may examine media disputes. This is a positive step regarding settlement of media disputes in the audiovisual sector between the public and media institutions. Since its formation, the Committee has examined 21 complaints and found solutions to them. Legislation on the media conforms to and complies with articles 19 and 21 of the International Covenant on Civil and Political Rights, which guarantee freedom of the media and freedom of expression. The recent amendments to the laws on the press, publishing and audiovisual media comprised the best international standards of freedom of opinion and legal liability by eliminating all custodial sentences and through articles protecting and respecting the rights, reputation and private life of others, and through provisions to combat any advocacy of national, racial or religious hatred or discrimination among citizens. Other legislation in force gives journalists the full right to exercise their right to criticize the performance of public officials, in articles 192 and 198 of the Code of Criminal Procedure. In some of its judgments involving journalists and acquitting them, the Jordanian judiciary has also relied on the International Covenant on Civil and Political Rights.

57. Article 8 of the Press and Publications Act grants journalists the right to attend public meetings, public sessions of party assemblies, public trade unions and other public institutions, and public court hearings, unless they are confidential by virtue of the laws, regulations or instructions in force. It is forbidden to interfere in any work carried out by journalists in the context of their profession, to influence them or to coerce them to disclose

their sources of information, including banning them from working, writing or publishing, without a legitimate reason.

58. The Public Meetings Act No. 7 of 2004 and the amendments thereto in Article 4 (annex 43) provide that the organizers shall give notice of a meeting or the organization of a march to the Administrative Governor at least 48 hours prior to the scheduled date, including the names of the organizers of the public meeting or march and the place and time. Before the amendment, prior approval was required of the organization of any march or meeting. The Public Security Directorate, as the law enforcement agency protecting media freedoms, provides protection to journalists and media workers in the course of their work, and ensures that there is no interference with the freedom of any journalist or media worker in the performance of their duty as long as they abide by the law. Protection measures for journalists during their coverage of sit-ins and demonstrations include the identification of places in which to cover these events, and special dress to distinguish them from participants. It should be noted that many NGOs monitor cases of aggression, if any, and the extent of the Government's response to them. We also note that the reports of these organizations are taken into account and an official response is given to them. The Public Information Authority handles any violation of freedom of opinion and expression by informing the Public Prosecution. In the event of any person being subjected to such practices, the case is taken to court.

59. During the period 2014–2018, licences were granted to 171 electronic publications, 39 radio stations, 38 satellite channels and 30 press publications.

60. Jordanian legislation regulates freedom of use of the Internet in light of widespread social networking sites and electronic blogs. It guarantees freedom of opinion and expression and restricts phenomena such as character assassination, violation of privacy and promotion of terrorism. Moreover, the Government is in the process of establishing an electronic platform to receive complaints and suggestions from citizens on the development of government services and the introduction of innovative ideas for the development of society and to contribute to the economy and the right to access information and to ensure its authenticity. Over the past four years, 2014 to July 2018, the Government has held a series of meetings with stakeholders, the Human Rights Alliance, the Ain Alliance, the Centre for the Protection and Freedom of Journalists and others, and listened to their demands and the amendments to the media laws they want.

61. Under the Right to Information Act No. 47 of 2007, all ministries and official institutions are required to disclose information, circulate it freely, and allow citizens and journalists to obtain such information within a period of 30 days. The Information Council also ensures that information is provided to those requesting it and that complaints from them are processed and settled. It should be noted that there is a plan to amend the Act, the most important amendments being to reduce the period from 30 days to 15 days, expand the membership of the Information Council to include the President of the Bar Association and the head of the journalists' union, and to give residents as well as citizens the right to information, provided there is reciprocity.

Domestic violence and social welfare

Recommendations 15, 41, 103 and 104

62. The Protection from Domestic Violence Act No. 15 of 2017 (annex 44) has been adopted. It adds several provisions on women and children and strengthens measures to protect women who are victims of or threatened with violence. The Act also provides for the protection of victims and witnesses of domestic violence. The Family Protection Department works to provide police, judicial, social, health and shelter services to women and children who are victims of domestic violence as additional steps towards tackling this scourge, and to provide the necessary protection to victims of such crimes. The Ministry of Social Development also cooperates with the Jordanian Women's Union as an association and the Jordan River Foundation, coordinating with the shelters of these institutions.

63. In 2017, training workshops were held in the Kingdom on the Protection from Domestic Violence Act in which 120 delegates from the Judicial Council, the Ministry of

Social Development, Forensic Medicine and the Family Protection Department participated. Training was given on the Act in force in accordance with international standards, application of the Act for the purposes of enabling victims, within the framework of protection rules, to access justice, protecting their rights and ensuring non-recurrence.

64. National standards on family protection have been developed to help national institutions to upgrade their services by developing standards for services provided in cases of domestic violence by service providers, in addition to institutions providing services, to be adopted at the national level. Quality and standards have also been improved under the national Family Protection Statute and an institutional stamp given to professional practice in the framework of national family protection standards. These standards have been approved by the Cabinet and circulated to all relevant institutions for compliance with the provisions contained therein.

Recommendations 105 and 106

65. The Ministry of Social Development carried out a number of morning and evening visits to centres for persons with disabilities, making 385 visits in 2017–2018. Twenty-one warnings to centres were issued; 21 centres received corrections and observations while 12 were subject to committees of enquiry.

66. The work of the independent national team to monitor and inspect social welfare centres and prepare national family protection standards was established to ensure the quality of shelter care services and to develop their system of implementation and follow-up on the ground in a way that supports the Ministry of Social Development in supervising and inspecting care centres, to develop procedures, measures and programmes to improve the quality and performance of shelter care, and to develop a system for measuring compliance and accreditation of institutions.

67. The procedures for responding to cases of domestic violence within the national framework for protecting the family from violence have been established and the necessary services provided by setting up an automated system for dealing with cases of domestic violence in order to ensure an integrated response according to the best interests of the family, provide it with the necessary integrated and high quality services as speedily as possible based on participatory approaches, and to guarantee the smooth transfer of cases and exchange of information between institutions, the preparation of periodic reports on the response procedures of institutions, and to identify gaps and weaknesses in them and propose solutions to the relevant decision-makers so that the necessary action is taken.

Recommendation 107

68. The National Family Protection Team Statute was promulgated by Decree No. 33 of 2016 to promote participatory work in the formulation of national policies in the field of family protection, to clarify and define the mechanisms, methods, roles, responsibilities and competences and the partnership between all institutions working in the field of family protection. Training courses have been held for staff working in mother and child centres affiliated to hospitals and ministry health centres, including training for trainers, and staff training courses on domestic violence, which aim to put into effect the Family Protection Act.

Recommendations 101 and 108

69. All children under six years are treated free of charge under article 27 of the Health Insurance Act No. 83 of 2004 (annex 45) in Ministry of Health centres and hospitals. Early detection services are provided to all children and minors under 18 who are resident in the Kingdom, while immunization services are provided free of charge to all children and minors in the Kingdom under national immunization programmes. (98 per cent of residents in the Kingdom.) Neonatal screening services, anaemia and thalassemia services, and treatment and school health services are provided, with periodic medical examinations, immunizations and free treatment for all students in the Kingdom. The National Patients' Rights Charter[1] has been issued to review issues related to the protection of patients' rights and to humanize the treatment process for everyone.

Social security and the right to health, education and water

Recommendation 125

70. Despite the challenges faced by the Kingdom in the water sector and the lack of resources, the Government works to ensure the water needs of all its residents without discrimination, transparently and fairly. The Kingdom is constantly attentive to the water sector by monitoring and providing water with the highest local and international health standards. The State works to provide water sources serving the daily needs of all residents of the Kingdom. The Government is also working to provide nature reserves to protect and preserve plant and animal diversity as a national environmental resource.

Recommendation 109

71. The Government is striving to develop kindergartens to provide the best care for children. By the school year 2017–2018, there were 1,611 government kindergartens. The Ministry of Education aims to reach 80 per cent coverage by the kindergarten stage by 2025. In 2017, 7,244 teachers were trained for kindergarten and the first three grades. All regions of the Kingdom also have secondary and basic schools for both genders, including Syrian students. Gross enrolment ratios are 97.3 per cent for both males and females, while net enrolment is 92.4 per cent for males and 94.1 per cent for females.

Refugees

Recommendations 117, 118 and 119

72. The Jordanian Government prepared the Jordan Response Plan for the Syrian crisis to alleviate the situation of Syrians residing in the Kingdom. It is updated annually by following best practices in burden-setting and needs assessment for both refugees and host communities in a single plan jointly developed by government ministries and institutions, various United Nations organizations, donors, local and international NGOs, representative diplomatic missions and international development agencies.

73. In its successive plans, the Jordanian Government has adopted an approach that combines humanitarian and development efforts within a single national framework that serves the needs of both Syrian refugees and host communities affected by the Syrian crisis. The successive plans have included development projects in the education, employment, energy, environment, health, justice, housing, water, transportation, social protection and decent livelihood sectors, in addition to the requirements of budgetary support to cover the increase in security costs, and government support for various commodities and materials and losses resulting from the repercussions of the crisis. For example, the amount of funding provided for the Syrian crisis response plan for 2017 was some $1.7 billion, or 65 per cent of the requirements of the 2017 plan. As for the Jordan Response Plan for the Syrian crisis 2018–2020, the financial cost of covering the needs of Syrian refugees and enhancing momentum within this plan is estimated at about $7.312 billion. However, the negative consequences and the lack of adequate funding have begun to show, not only for refugees but also for host communities, and this requires the support mechanisms of donor countries to host countries to be reconsidered, and the institutionalization and provision of full support to national plans to respond to the Syrian crisis.

74. Moreover, through the Ministry of Labour, the Jordanian Government is establishing a special section for the employment of Syrian labour. To date, 105,404 work permits have been issued to Syrians since 2016, and procedures for obtaining work permits have been facilitated. The total number of Syrian households benefiting from the assistance provided by the Jordanian Hashemite Charity Organization during the period 2014 to 2018 has been 943,812, 132,257, 52,516, 81,590 and 2,630, respectively. The assistance provided has included some areas inside Syria.

Dissemination of a human rights culture

Recommendations 17, 20, 21, 26 and 38

75. The human rights culture has been disseminated among the staff of the security and police agencies through training programmes and workshops. The Public Security Directorate has also created a special prize for public security employees called the Dealing Well with Citizens Prize, which crystallizes modern ideas and concepts based on the preventive, humanitarian, social and civilizational dimensions of policing, to develop police and security working methods in the interest of the security, stability and prosperity of Jordanian society and to improve the mental image of the police officer through respect for citizens and supporting and consolidating the good relationship between the police and citizens in accordance with human rights standards.

76. Training courses have been held on the Juveniles Act for lawyers, judges, juvenile police personnel and social workers in the Ministry of Social Development. The training included dispute settlement, trial procedures, rebukes, reprimands, alternative penalties, consolidation of the term "best interests of the child" and fair trial standards.

77. Work has been done to raise awareness of human rights through the use of experts and specialists in this field to educate school and university students in this system. An analytical study of juvenile justice will be launched in 2018 to reduce the cases of juvenile delinquency and of referral of children to the courts through the settlement of child disputes in the advanced stages of lawsuits. There will be Arabic and English versions of the study containing the target percentage of reduced delinquency. Consultations have been held with all the institutions concerned with child protection issues aimed at compliance with the development to reduce violence against children.

78. In implementation of the obligations of the Ministry of Justice in the first main objective of the first pillar of the National Human Rights Plan 2016–2025 on protection of the right to life and physical integrity by providing the best procedural and objective protection for persons subject to arrest, providing legal assistance, and disseminating and improving the legal culture in the human rights field among law enforcement officers and in society through programmes to disseminate awareness culture in the field of human rights, 40 law awareness sessions were held in several governorates for various groups, involving a total of 1,065 persons, to promote the legal aid services provided by the Ministry of Justice.

79. In 2017, in cooperation with the Justice Centre for Legal Aid, the Ministry of Justice organized a panel discussion on legal rights and guarantees for persons during pre-trial proceedings, including legal aid. There were 35 participants, who included judges, public security officers (the heads of security centres, the family protection department and the juvenile police department), lawyers and Ministry of Justice staff. The discussion covered many topics, such as legal safeguards for persons detained during pre-trial proceedings in accordance with international standards, the rights of persons detained by law enforcement agencies, the requirements of the right to an effective defence in order to guarantee the rights of persons during pre-trial proceedings, and the role of the Ministry of Justice in following up the situation of detainees held in detention centres and rehabilitation centres.

80. The Judicial Institute held 12 sessions on awareness raising and human rights education in 2016 and 2017, with 217 and 471 participants respectively. Sessions for judges were held in 2015, 2016 and 2017, involving 205 judges.

81. In 2015, the Judicial Council, in cooperation with the Judicial Institute, organized three courses to disseminate human rights education to judges, attended by 26 judges. In 2016, seven sessions were held attended by 122 judges, and in 2017, three sessions attended by 57 judges.

Recommendation 18

82. A matrix of concepts relating to the promotion of "concepts of social justice, the rule of law and respect for human rights" (annex 46) was prepared according to the age level of students and analysis of textbooks based on the matrix to determine the presence of these

concepts, and to address weaknesses by enhancing them with academic texts and educational activities and approaches. In order to impart to students the principles of respect for human rights and the rights of the child, and positive attitudes to their application in their daily lives, a series of lessons was written for national education textbooks for all classes on justice, equality, non-discrimination, public rights and freedoms, the renunciation of violence, extremism, intolerance and discrimination, and on tolerance, moderation, fairness, integrity, transparency, combating corruption, protecting the family, and women's and gender rights.

Recommendations 27, 28 and 29

83. In the framework of the Kingdom's commitment to submit contractual reports to the international committees, the following have been discussed: the Kingdom's sixth periodic report on the Convention on the Elimination of All Forms of Discrimination against Women; the initial report on the International Convention on Persons with Disabilities; the Combined eighteenth to twentieth periodic report on the International Convention on the Elimination of All Forms of Racial Discrimination; the third periodic report on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; the fourth and fifth reports on the Convention on the Rights of the Child and the Protocols thereto; the fifth periodic report on the International Covenant on Civil and Political Rights; and the second periodic report of the Kingdom on measures taken to implement and put into effect the provisions of the Arab Charter on Human Rights. The Jordanian Government is also working to harmonize all national legislation with the international obligations ratified by the Kingdom and to enforce them in accordance with international standards on the promotion of human rights.

Recommendation 35

84. The Kingdom has achieved comprehensive national cultural development, affirming its identity as a Jordanian, Arab, Islamic and humanitarian culture, consolidating the democratic concept with all it represents in terms of commitment to human rights, respect for pluralism and diversity, and freedom of expression and opinion, as guaranteed by the Constitution.

Recommendations 56 and 57

85. Special training courses for judges on integrating international human rights standards into domestic law have been held in all regions of the country, in addition to specialized training in various human rights, family and children's rights, women's rights and persons with disabilities topics. The number of judges participating in these courses was 338. Training courses were held for all those working with vulnerable groups to care for family health, including the psychological effects of abuse on victims and how to deal with them, and training judges on the Protection from Domestic Violence Act. Judges who participated in external activities to enhance judicial cooperation, knowledge and to share experiences with other countries numbered 137.

Poverty and unemployment

Recommendations 100 and 102

86. The activities of the Programme for the Promotion of Economic and Social Productivity contribute annually to the establishment of 1,000 small and medium production projects, train 500 entrepreneurs and enrol 750 new graduates in a training programme to qualify them to enter the labour market. With regard to attracting investment to the governorates to contribute to finding solutions to the problems of unemployment and poverty, the investment map of the Kingdom has been prepared. It identifies 120 investment opportunities in 10 investment opportunity sites in each governorate. In 2014, the National Unified Registry project and outreach worker programme were implemented in cooperation with the World Bank and are expected to be completed by the end of 2018.

87. Jordan 2025: a National Strategy and Vision has been launched. It includes poverty eradication and combatting unemployment and aims to reduce the unemployment rate to no

more than 9 per cent and the poverty rate to 8 per cent by 2025. The State budget makes annual financial allocations to provincial development funds to stimulate the local economy and establish schools, health centres and small projects, in addition to allocations for implementation of the social safety net programme to guarantee the right of citizens to access food and have an adequate standard of living. Allocations are also made to support the Hashemite Fund for Development of Jordan Badia, the National Aid Fund, the Development and Employment Fund and expenditure on programmes for poor students in Jordanian universities and poor families. The Social Security Act No. 1 of 2014 also approved the linking of pensions and benefits to inflation or the average annual growth rate of the average wage.

VI. Partial implementation of recommendations

Recommendations 9, 97 and 124

88. Work is under way to amend three draft laws. Temporary Employment Act No. 26 of 2010 is being amended to protect workers' rights and provide a safe working environment by amending the regulations and instructions on the domestic workers sector, including introduction of the definition of gender discrimination in wages for work of equal value, and increasing the penalty if such discrimination by the employer is proven, and the definition of flexible work. Article 72 is being amended to provide nurseries for workers' children, and article 12 to grant paternity leave. A technical committee of the National Council for Family Affairs is currently working to update the National Framework to Combat Child Labour of 2011 in partnership with the Ministry of Social Development, the Ministry of Education, the Ministry of Labour, the Ministry of Interior and ILO. It will also consult with civil society institutions and relevant international institutions, and issue a handbook of practical procedures to be approved by the Prime Minister. The Prevention of Trafficking in Persons Act in force: the Statute on Shelters for Victims and those Harmed by Human Trafficking Offences No. 30 of 2012 is being amended, and guidelines drafted on shelters for victims of human trafficking offences in order to comply with the amended Trafficking in Persons Act after the emergence of the final amended version. The National Strategy for the Prevention of Human Trafficking includes four main themes: prevention, protection, prosecution, and exchange by local, regional and international partnerships. The Personal Status Act and preparation of the first draft of the Rights of the Child Act.

Recommendation 33

89. The Government has been working on an executive plan to raise awareness of the principle of citizenship, the rule of law and equality,[14] which is aimed at contributing to the creation of a social culture based on the principle of citizenship, the rule of law and equality.

VII. Challenges the Kingdom faces in making progress on human rights issues

Political and security challenges

90. The political and security challenges include the following:

- **The failure to date to reach a solution to the Palestinian question contributes to increasing the economic, social and security impacts on the Kingdom. The international community must therefore continue its efforts to resolve the Palestinian question.**
- **The ongoing Syrian crisis and the hosting of a large number of Syrians in the Kingdom. The international community should therefore continue to work to find a political solution to the Syrian crisis.**
- **The terrorist threats targeting Jordan because of its geographical location, its stable and moderate political positions and developments in the region (the instability of some neighbouring countries, the spread of violence and weapons,**

the spread of radical ideologies and the phenomenon of religious extremism and sectarian divide).

Economic and social challenges

91. The economic and social challenges include the following:

- **Significant additional pressures resulting from hosting Syrians affect all aspects of life and infrastructure, especially the water, sanitation, health, education and municipal services sectors; the emergence of social challenges; in addition to the burdens on the public purse, the challenges in the labour market resulting from the Syrian presence, the spread of unemployment and poverty because of the lack of economic resources; the high cost of hosting Syrians in Jordanian territory and failure to act adequately on the principle of burden-sharing and solidarity in the required form; the closure of land borders with Jordan's trading partners has implications for economic sectors such as low exports, rising shipping costs and, consequently, the inability of those sectors to continue to provide jobs, among others. All this threatens the national and developmental gains achieved in recent decades.**
- **Lack of water resources. Jordan ranks as the second poorest country in the world in terms of water, in addition to the challenges it faces in terms of climate change and global environmental conditions, which include desertification.**
- **The need to provide the necessary resources and expertise to implement the Sustainable Development Goals and their human rights-related indicators, and to spread the human rights culture.**
- **The need to provide technical and material support to translate the new provisions of the Rights of Persons with Disabilities Act No. 20 of 2017 into practical facts and practices felt by all concerned.**

VIII. Jordan's view of the human rights situation

92. Despite the challenges, the Jordanian State is working to include the results of the UPR recommendations within the framework of a national implementation plan to improve the human rights situation in Jordan and bring it into line with the themes of the Comprehensive National Human Rights Plan 2016–2025 with the participation of all sections of Jordanian society.

IX. Conclusion

93. The Hashemite Kingdom of Jordan affirms its earnest and sincere endeavour to consolidate the human rights system, its continued commitment to respect for human rights and fundamental freedoms within the framework of the Constitution, international commitments and governmental programmes and policies, and to building on what has been achieved in this area, and submits its third periodic review report on the human rights situation. The Kingdom also affirms that, despite the political and security conditions surrounding this region, the process of political reform is current, ongoing and gradually taking place through the adoption of a roadmap for reform and development in the presence of an effective political will that believes in, sponsors and consolidates reform.

Notes

[1] استقبل مكتب المنسق الحكومي تقارير أصحاب المصلحة من (المركز الوطني لحقوق الإنسان، تحالف عين الأردن، تحالف إنسان، تحالف إرادة شباب، التحالف المدني لمناهضة التعذيب).

[2] وحدة الحكومة الشفافة / وزارة التخطيط والتعاون الدولي تم انشائها بتاريخ 2018/5/15.

[3] مكتب الشكاوى وحقوق الإنسان / المديرية العامة لقوات الدرك تم تأسيسه خلال العام 2018 وهو مرتبط مباشرة بمعطوفة المدير العام لقوات الدرك

[4] مركز تدريب متخصص لحقوق الإنسان/ مديرية الأمن العام استحدث عام 2017 ويتبع لمكتب الشفافية وحقوق الإنسان.

[7] هيئة النزاهة ومكافحة الفساد تأسست عام 2016 وتم دمج كل من ديوان المظالم، وهيئة النزاهة، ومكافحة الفساد تحت مسمى واحد بموجب اقرار قانون النزاهة ومكافحة الفساد رقم (13) لسنة 2016.

[8] وحدة مكافحة الجرائم الالكترونية / مديرية الأمن العام باشرت عملها في عام 2015 وهي تتبع إدارة البحث الجنائي

[9] المنسق الحكومي لحقوق الانسان / رئاسة الوزراء تم استحداث منصب المنسق الحكومي لحقوق الانسان في رئاسة الوزراء بقرار من رئيس الوزراء بتاريخ 3/6 العام 2014، والمكون من حوالي (110) ضباط ارتباط من كوادر الوزارات والمؤسسات والدوائر الحكومية والأمنية والاكاديمية.

[9] وحدة مكافحة الاتجار بالبشر / مديرية الأمن العام باشرت عملها في عام 2013.

[9] تم انشاء قسم تفتيش لدى وحدة مكافحة الاتجار بالبشر في وزارة العمل عام 2014.

[10] تم تضمين مطالبات المجتمع المدني وتحالفاته في التقرير الوطني و المتعلق بالغاء المادة 308 من قانون العقوبات.

[11] يجري العمل حاليا على تعديل القانون رقم 9 لسنة 2009 لمواكبة المعايير الدولية لضمان حماية ضحايا الاتجار بالبشر وتم رفعه للجهات ذات العلاقة للسير في الاجراءات التشريعية.

[12] تم تضمين افادة التحالف المدني لمناهضة التعذيب في التقرير الوطني.

[13] يضم الميثاق الوطني الاردني لحقوق المريض الرعاية الصحية لكافة الاشخاص من ذوي اضطراب التوحد وذوي الاعاقات و المرضى النفسيين وكبار السن و اللاجئين و المهاجرين و المعرضين للخطر ، كما ان العناية من اصدار الميثاق ليس وضع حقوق جديدة للمرضى وانما تطبيق حقوق المريض.

[14] كما تعزز الخطة مفاهيم المواطنة وسيادة القانون والمساواة بالاضافة الى تنمية المهارات والمعارف الأساسية بمضامين مبدأ المواطنة وسيادة القانون وشملت محور تنفيذية منها برنامج تدريبي موجه لمعلمي المدارس ومؤسسات المجتمع المدني، وفعاليات وانشطة ثقافية نوعية تنظمها المؤسسات الحكومية بالتعاون مع المجتمع المدني بالإضافة الى نشر كتب ودعم أعمال فنية تساهم في نشر مفاهيم المواطنة وسيادة القانون ومحور حول عدالة توزيع مكتسبات التنمية.

United Nations A/HRC/WG.6/31/JOR/2

General Assembly

Distr.: General
24 August 2018

Original: English

Human Rights Council
Working Group on the Universal Periodic Review
Thirty-first session
5–16 November 2018

Compilation on Jordan

Report of the Office of the United Nations High Commissioner for Human Rights

I. Background

1. The present report was prepared pursuant to Human Rights Council resolutions 5/1 and 16/21, taking into consideration the periodicity of the universal periodic review. It is a compilation of information contained in reports of treaty bodies and special procedures and other relevant United Nations documents, presented in a summarized manner owing to word-limit constraints.

II. Scope of international obligations and cooperation with international human rights mechanisms and bodies[1][2]

2. The United Nations country team encouraged Jordan to ratify the United Nations human rights treaties that it had not yet ratified. In particular, it recommended that the Government ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families and the International Convention for the Protection of All Persons from Enforced Disappearance; accede to the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women, the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and the two Optional Protocols to the International Covenant on Civil and Political Rights; and withdraw its reservations to articles 9 and 16 of the Convention on the Elimination of All Forms of Discrimination against Women.[3]

3. The Committee on the Elimination of Racial Discrimination urged Jordan to consider acceding to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.[4]

4. The same Committee recommended that Jordan ratify, among others, the International Labour Organization (ILO) Domestic Workers Convention, 2011 (No. 189), the 1951 Convention relating to the Status of Refugees and its 1967 Protocol.[5]

5. In 2017, the Committee on the Rights of Persons with Disabilities encouraged Jordan to take all appropriate measures to ratify and implement as soon as possible the Marrakesh Treaty to Facilitate Access to Published Works for Persons Who Are Blind, Visually Impaired, or Otherwise Print Disabled.[6]

GE.18-13946(E)
1813946

Please recycle

6. In 2014, the Committee on the Rights of the Child recommended that Jordan consider ratifying the Optional Protocol to the Convention on the Rights of the Child on a communications procedure[7] and the Optional Protocol to the Convention on the Rights of Persons with Disabilities.[8]

7. The Regional Office for the Middle East and North Africa of the Office of the United Nations High Commissioner for Human Rights (OHCHR) commended the cooperation between Jordan and the special procedures of the Human Rights Council. However, it noted that only one visit had taken place between 2015 and 2017. It noted that in 2013 the Government had established the Office of the Governmental Coordinator for Human Rights in the Office of the Prime Minister, to enhance national efforts in reporting and follow-up to international human rights mechanisms. During the reporting period (2014–2017), Jordan had been under review by six international human rights mechanisms, which was an indicator of progress in its cooperation.[9]

8. The Office of the United Nations High Commissioner for Refugees (UNHCR) recommended that Jordan adopt national legislation governing refugee and asylum matters in the country, codifying existing positive practices and human rights treaty obligations; that it consider acceding to the 1951 Convention relating to the Status of Refugees; and, as an interim measure, that it introduce procedural safeguards in line with international standards for refugees and asylum seekers facing deportation.[10]

III. National human rights framework[11]

9. The country team and OHCHR noted that Jordan had taken important steps to strengthen the national human rights framework through the adoption of the 2016–2025 comprehensive national plan for human rights, in which it emphasized that individuals' civil, political, economic, social and cultural rights were guaranteed,[12] and through amendments to the Law on the National Centre for Human Rights adopted in 2017.[13]

10. The Committee on the Rights of Persons with Disabilities recommended that Jordan designate an independent mechanism to monitor the implementation of the Convention on the Rights of Persons with Disabilities, in line with article 33 (2) thereof and in accordance with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles), allocate sufficient resources for its operation and ensure the participation of persons with disabilities.[14]

11. The Committee against Torture recommended that Jordan ensure that the National Centre for Human Rights was granted access to all detention facilities and was able to carry out unannounced and regular visits to all such facilities.[15]

IV. Implementation of international human rights obligations, taking into account applicable international humanitarian law

A. Cross-cutting issues

1. Equality and non-discrimination[16]

12. The country team noted that Jordan was bound by the definition of racial discrimination contained in the International Convention on the Elimination of All Forms of Racial Discrimination, which takes precedence over domestic law. Despite the provisions of article 6 (1) of the Constitution, domestic law lacked a specific legislative prohibition of direct and indirect racial discrimination, which could impede implementation of the Convention.[17]

13. The Committee on the Elimination of Racial Discrimination recommended that Jordan enact comprehensive domestic legislation prohibiting direct and indirect racial

discrimination, in line with the Convention, including all prohibited grounds of discrimination as specified in article 1.[18]

2. Human rights and counter-terrorism

14. The Human Rights Committee was concerned about the provisions in the Anti-Terrorism Law of 2006, including the amendments of 2014, which broadened the definition of terrorism to include such acts as "disturbing the public order", "acts that sow discord" and online activity that "supports or spreads ideas" of terrorist groups. The Committee was particularly concerned that this broad definition of terrorism was part of a wider network of security measures, such as the exercise of powers of arrest and detention by the police and the intelligence services. The Committee recommended that Jordan review the Anti-Terrorism Law in order to ensure that it defined terrorism and terrorist acts in conformity with the International Covenant on Civil and Political Rights and international standards[19] and abolish the State Security Court.[20] The Committee against Torture and the country team reiterated the same concerns.[21]

B. Civil and political rights

1. Right to life, liberty and security of person[22]

15. The Human Rights Committee expressed concern that Jordan had carried out several executions between 2014 and 2017, ending the de facto moratorium on executions that had been in place since April 2007. The Committee recommended that Jordan ensure that the death penalty was limited to only the most serious crimes, involving intentional killing, and that it consider reinstating its moratorium on the death penalty.[23] The country team and OHCHR expressed the same concerns.[24]

16. The Committee against Torture was concerned about the absence of a clear provision in the legislation ensuring that the prohibition of torture was absolute and non-derogable and recommended that the principle of absolute prohibition of torture be incorporated into the legislation and strictly applied, in accordance with article 2 (2) of the Convention against Torture.[25] The Human Rights Committee voiced the same concerns.[26]

17. The Committee against Torture was alarmed by several deaths of inmates in custody in 2015, namely those of Ibrahim Abdullah El-Kadri, Omar El-Naser and Abdullah El Zoabi. It was also concerned that the case of Sultan Alkhatatbi, who had died in Jandawil detention facility in 2013, was still pending despite the lapse of time since it had been referred to the Police Court.[27]

18. The Committee against Torture was concerned that torture was considered a misdemeanour and that punishments were not commensurate with the gravity of the acts and were subject to amnesties and statutes of limitation. It urged Jordan to adopt a definition of torture that covered all the elements contained in article 1 of the Convention against Torture, to ensure that torture was considered a crime and that the penalties were commensurate with the gravity of the crime, in accordance with article 4 (2) of the Convention, and not subject to amnesty or pardon.[28]

19. The Human Rights Committee noted with concern the lack of an independent complaints mechanism for receiving and dealing with cases of alleged torture or ill-treatment, as well as the low number of investigations and prosecutions of such cases.[29] The Committee against Torture raised the same concerns.[30]

20. The Committee on the Rights of Persons with Disabilities noted with concern the reported ill-treatment of persons with disabilities in "shelters", including cases of physical and psychological abuse, which amounted to torture and cruel and degrading treatment.[31]

21. The Human Rights Committee recommended that Jordan amend the Crime Prevention Act in order to put an end to the practice of administrative detention.[32]

2. Administration of justice, including impunity, and the rule of law[33]

22. The United Nations country team noted with appreciation that the Royal Commission for Developing the Judiciary and Enhancing the Rule of Law had reviewed the framework for judicial proceedings to ensure the right to a fair trial. As such, it had prepared legislative and regulatory amendments, including of article 208 of the Penal Code, to establish the right to legal representation for defendants where there were sanctions of 10 years' imprisonment or more.[34]

23. However, the Crime Prevention Act of 1954 gave administrative governors the power to detain people for lengthy periods with little prospect of recourse to a court. It was a concern that the Act authorized the governor of any state to issue a detention warrant to any woman who was allegedly in danger or under threat. There was no clear judicial procedure for women detained in such a manner to obtain their release.[35]

24. The country team stated that the practice of detention continued, since 455 women had allegedly been detained in February 2018,[36] with 179 in administrative detention, most of whom were non-Jordanians without residency permits, while only 18 were detained in protective custody. All those women had reportedly been sent to Al Jwaideh Correction and Rehabilitation Centre, along with other convicted women.[37]

25. The Committee on the Elimination of Discrimination against Women expressed concern over what it stated were the persisting barriers to women's access to justice, in particular women's limited knowledge of their rights and the language barriers faced by women wishing to claim their rights, particularly migrant and refugee women.[38]

26. The Committee recommended that Jordan abolish the *kafala* system and ensure that women migrant domestic workers had effective access to justice, including by guaranteeing their safety and residence while legal proceedings were under way, providing a sufficient number of shelters for victims of abuse and exploitation and ensuring that they covered the entire territory of Jordan.[39]

3. Fundamental freedoms and the right to participate in public and political life[40]

27. OHCHR noted that freedom of expression and opinion had suffered a severe setback during the reporting period and that the legal framework governing the media, consisting of more than 20 laws and regulations, was unclear and was frequently overshadowed by the Anti-Terrorism Law, which was allegedly being used to criminalize journalists. The OHCHR regional office stressed that the media law needed amendment to maintain the freedom of social media and to eliminate censorship and criminal sanctions on journalists.[41]

28. The country team reported that at least 11 journalists had allegedly been arrested in 2016, while three arrests had been reported in 2017. It encouraged Jordan to take further legislative and policy measures to ensure the right to peaceful assembly and that civil society organizations were able to operate freely and have access to funding, including by amending the law and relevant decrees that required prior permission to receive funding.[42]

29. OHCHR observed that the space for civil society and unions had been shrinking. It noted with appreciation the 2011 Act on Public Gatherings, which purported to facilitate peaceful assembly. However, it noted that there had been several instances in which civil society had been denied authorization to stage events and hold public seminars. In 2015 and 2016, authorization had reportedly been denied for approximately 60 events tentatively organized by civil society. OHCHR also expressed concern over the restrictions concerning the funding of civil society and the practice of civil society representatives being summoned for investigatory interviews by the security authorities.[43]

30. The Special Rapporteur on freedom of religion or belief conducted a visit to Jordan in September 2013. He commended Jordan for its commitment to religious diversity and noted with appreciation the atmosphere of tolerance that he had observed, in particular between Muslims and Christians. The existing interreligious tolerance was the result of ongoing efforts made in many institutions, including schools, universities, the media, the administration and the national parliament.[44]

31. However, the Special Rapporteur recommended, inter alia, that Jordan collect reliable data and provide statistical information on the religious landscape of the country to combat discrimination; remove the category "religion" from identity cards, as was already the case with Jordanian passports; and ensure that the laws regulating personal status matters were inclusive and non-discriminatory. He also observed that members of non-registered religious communities, including the Baha'is and persons who had converted from Islam to another religion or belief, should be accommodated based on equality.[45]

32. The country team noted with appreciation that the parliament had made significant efforts to consult and include civil society in decision-making and policy initiatives, particularly regarding the adoption of Security Council resolution 2250 (2015) and in relation to the 2030 Agenda for Sustainable Development.[46]

33. The Committee on the Rights of Persons with Disabilities was concerned that election materials were rarely accessible to blind persons or to persons with intellectual disabilities and that polling stations were often not physically accessible. It was also concerned at the reported low number of persons with disabilities standing for public office.[47]

34. The Committee on the Elimination of Racial Discrimination was concerned about the reported difficulties that the large population of Palestinian origin continued to experience in relation to their participation in political life and decision-making processes, such as their reported underrepresentation in decision-making bodies, and urged Jordan to enhance the participation of Jordanians of Palestinian origin in political life, including through the use of special measures.[48]

35. The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) noted that in 2003, Jordan had adopted its first parliamentary quota system for women, increasing the representation of women in the parliament from 6 seats in 2003 to 15 seats in 2016. The quota of 25 per cent was also applied to municipal councils. Despite the quotas, the data indicated that Jordanian women remained underrepresented in political life.[49]

4. Prohibition of all forms of slavery[50]

36. The Special Rapporteur on trafficking in persons, especially women and children, visited Jordan from 28 January to 4 February 2016, at the invitation of the Government. She recognized the efforts Jordan had made to prevent and fight trafficking in persons, as reflected in the establishment of the National Anti-Trafficking Committee, the Counter-Trafficking Unit within the Public Security Department and the Karama shelter for victims of trafficking. Under labour laws, migrant workers, including domestic workers, were protected, labour inspections in businesses and households were envisaged and employment agencies were regulated.[51]

37. The Special Rapporteur expressed concern about the perception that human trafficking in Jordan mainly involved exploitation of the labour of non-Jordanians, other forms of trafficking were neglected, including trafficking for sexual exploitation, begging and organ transplant, which involved Jordanians, migrants, refugees and asylum seekers.[52] Similarly, the rate of prosecution of trafficking cases remained very low owing to insufficiently clear anti-trafficking laws, which perpetuated the impunity of traffickers and obstructed victims' access to justice. The Special Rapporteur further expressed concerns that the stay of victims of trafficking in shelters might amount to detention.[53]

38. The Committee on the Elimination of Discrimination against Women also expressed serious concern regarding the extent of trafficking in women and girls, including frequent cases of Syrian girls lured into prostitution through false promises of marriage and a better life. The Committee called on Jordan to redress the inadequate definition of "trafficking in persons" in the Act to Prevent Trafficking in Persons (2009) and recommended that it investigate, prosecute and adequately punish all cases of trafficking in persons, especially women and girls.[54]

39. The Committee on the Rights of the Child was concerned that thousands of children, mainly boys, were still working in the wholesale and retail trades and in the agriculture

sector, that child labour was widespread among Syrian refugees and that a number of girls engaged as domestic workers faced harsh conditions and were highly exposed to physical and sexual abuse. The Committee urged Jordan to accelerate efforts to eliminate child labour, prioritize the removal of children from the worst forms of child labour, in particular girls working as domestic workers, and ensure that legal action was taken against those who exploited children economically.[55]

5. Right to privacy and family life[56]

40. UN-Women noted that under current legislation, Jordanian women were unable to pass citizenship to their children or spouses. As of January 2015, children of Jordanian mothers and non-Jordanian fathers could apply for a special identification card that allowed them to obtain some subsidized government benefits, such as free high school education and health care. A decision by the Minister of the Interior on 9 November 2014 allowed adult children of Jordanian mothers and non-Jordanian fathers to obtain work permits free of charge, but only granted them second priority for jobs after Jordanian citizens.[57]

41. The country team expressed concern over the practice of child marriage, including among the refugee population.[58] While the legal age of marriage was 18, in accordance with the Convention on the Rights of the Child, under domestic law the marriage of minors between the ages of 15 and 18 was allowed under exceptional conditions, subject to the discretion of a sharia court judge.[59] Despite revisions to the Personal Status Law in 2001 and 2010, there had been no significant decline in the rate of child marriages. According to studies undertaken by the Higher Population Council in 2017, the data indicated an increase in the proportion of marriages of females under the age of 18 during the period 2011–2015, when the rate had risen from 12.6 per cent of the total number of registered marriages in 2011 to 13.3 per cent in 2014. In 2015, the total percentage of females married under the age of 18 was 18 per cent, of whom 11.6 per cent were Jordanians, 43.7 per cent were Syrians and 13.5 per cent were from other nationalities. In 2017, United Nations agencies had supported a broad awareness-raising campaign on the dangers of early marriage to the health of the child and its impact on society.[60]

42. The Committee on the Rights of Persons with Disabilities recommended that Jordan repeal article 12 of the Personal Status Law to ensure that persons with disabilities could exercise their right to marry on an equal basis with others and found a family based on their full and free consent.[61]

C. Economic, social and cultural rights

43. The country team noted that Jordan was committed to the 2030 Agenda and to strengthening the safeguarding of cultural identity by promoting and collecting various forms of traditional knowledge, with the long-term aim of contributing to a multicultural society in which cultural diversity was valued, respected and upheld.[62]

1. Right to work and to just and favourable conditions of work[63]

44. The country team noted that the amendments to the Labour Law, which had been adopted by the Cabinet in 2010, had not yet been ratified by the parliament.[64] The ILO Committee of Experts on the Application on Conventions and Recommendations noted that, although under law No. 26 of 2010 Jordanian nationality was no longer a requirement for membership of trade unions and employers' associations, founding members and maybe even union leaders should be Jordanian nationals.[65] While the Jordan Compact had opened up some opportunities for a limited number of Syrians to obtain work permits in specific sectors, many were still deprived of their right to work.[66]

45. The Committee on the Elimination of Racial Discrimination was concerned that labour laws and policies were not regularly enforced to protect foreign domestic workers, as had been reported by the Special Rapporteur on trafficking in persons in 2016. The Committee remained deeply concerned that foreign domestic workers continued to face abusive and exploitative working conditions, including non-payment of wages, long working hours, passport confiscation, restrictions on their freedom of movement, physical

and verbal abuse, and sexual exploitation. It was further concerned that some foreign domestic workers who had tried to report abuse to the police had reportedly been returned to their employers, imprisoned or deported.[67] The Human Rights Committee raised similar concerns.[68]

2. Right to social security[69]

46. The country team encouraged Jordan to extend the National Aid Fund and other services available to Jordanian nationals to long-term residents of Jordan, including those originally displaced from Gaza, regardless of their legal status and without prejudice to their rights under international law.[70]

47. The country team noted that while the social security system had increased its coverage over the previous few years, informal sector workers, accounting for approximately 44 per cent of the total labour force, had yet to be integrated into the four social security mechanisms in place. Although Jordan had established various social protection programmes, ranging from subsidies to social services, there was still no overarching social protection strategy.[71]

48. To address that gap, the country team noted that Jordan had announced its plan to develop a national social protection and poverty reduction plan for the period 2018–2022. On 12 February 2014, Jordan had ratified the ILO Social Security (Minimum Standards) Convention, 1952 (No. 102). Nonetheless, a progressive implementation of the minimum social security standards contained in the Convention at the national level had yet to be achieved.[72]

3. Right to an adequate standard of living

49. The Committee on the Rights of Persons with Disabilities recommended that in line with article 28 of the Convention on the Rights of Persons with Disabilities and target 10.2 of the Sustainable Development Goals, Jordan intensify its efforts to raise the living standards of persons with disabilities, in particular by supporting their right to social inclusion and self-reliance, in compliance with the voluntary commitment made by Jordan in the context of the universal periodic review in 2013.[73]

50. The Committee on the Rights of the Child was concerned that, owing to their lack of status, many Palestinian families lived in poverty in Jordan without access to the National Aid Fund or to free basic services.[74]

4. Right to health[75]

51. The Special Rapporteur on the human rights to safe drinking water and sanitation, who undertook an official visit to Jordan from 11 to 16 March 2014, recommended that Jordan adopt a comprehensive water law recognizing the human rights to water and sanitation for all, both citizens and non-citizens without discrimination; prioritize the allocation of water for personal and domestic use over other uses; accelerate efforts to implement regional and international cooperation with regard to transboundary waters; and establish strong, independent accountability mechanisms to ensure full compliance by all, including the private sector, with the human rights to safe drinking water and sanitation.[76]

52. The country team noted with appreciation that the Higher Health Council had developed a national strategy for the health sector for the period 2015–2019, in line with the objectives set out in the National Agenda for Jordan 2015–2025 that had been developed to realize the Sustainable Development Goals. The country team also noted that through the 2016 adoption of the strategy "Water for all", the Government had committed itself to improving access to water. However, the country team was concerned that according to the 2015 census, only 55 per cent of the population and 68 per cent of Jordanians were covered by at least one health insurance scheme.[77]

53. The Committee on the Rights of Persons with Disabilities was deeply concerned about the practice of subjecting persons with disabilities, especially women and girls with intellectual and psychosocial disabilities, to sterilization, despite its prohibition in the fatwa

issued in decision no. 194-02 of 2014, and it urged Jordan to cease the practice of sterilization in the absence of the individual's free and informed consent.[78]

54. The Committee on the Elimination of Discrimination against Women was concerned about the criminalization of abortion, except when the life or health of the pregnant woman or girl was at risk, and the fact that it compelled women, in particular those living in rural areas, to resort to unsafe and illegal abortion practices.[79]

5. Right to education[80]

55. The country team commended efforts by the Ministry of Education to provide equitable access to education for all children, regardless of their nationality or legal status. Of significant importance in that area were the decrees issued to enrol every child in the 2017–2018 school year, regardless of status, and covering children who were exempt from tuition and textbook fees. The number of double-shift schools had increased from 197 to 207 schools in host communities and to 47 schools in camps.[81]

56. The Committee on the Elimination of Discrimination against Women also noted with appreciation that gender parity had been reached in primary education and that female enrolment rates in secondary and higher education were higher than those for boys.[82]

57. The Committee on the Rights of the Child, while noting positive developments, expressed concern that non-Jordanian children, among them children of Jordanian mothers and non-Jordanian fathers and children of parents of Palestinian origin who had had their Jordanian nationality withdrawn, were sometimes victims of discriminatory practices with regard to attending State elementary and secondary schools and were ineligible for free public education.[83]

58. The United Nations Educational, Scientific and Cultural Organization (UNESCO) observed that, despite the efforts made to counteract them, including the setting up of a gender section within the Ministry of Education, deep-rooted discriminatory stereotypes concerning the roles and responsibilities of women and men in the family and in society seemed to persist, negatively affecting the educational prospects for women and girls.[84]

59. UNESCO noted with appreciation that Jordan had hosted more than 645,000 refugees officially registered with UNHCR and encouraged it to continue its efforts to ensure the protection of and assistance to refugees and that no child was deprived of education services.[85]

D. Rights of specific persons or groups

1. Women[86]

60. The country team stated that, despite legislative efforts and the application of temporary special measures regarding women's political participation, the data indicated that Jordanian women remained underrepresented in political life.[87] In August 2015, the lower house of the parliament had endorsed a law regulating political parties.[88] Although the new law had reduced the threshold of founding members to 150, it had removed women and youth quotas, indicating a setback in promoting the engagement of women in political parties.[89]

61. UN-Women noted that the Director of the Family Protection Department of the Public Security Directorate had indicated an increase in the number of domestic violence cases it had handled, as 3,649 cases were registered in 2017 compared to 3,528 in 2016.[90]

62. The Human Rights Committee recommended that Jordan (a) strengthen its legal framework for the protection of women against domestic violence by amending article 292 of the Penal Code to criminalize marital rape and removing the grounds for mitigating circumstances for honour crimes; and (b) revise its policy of protective custody and take all appropriate measures to ensure that women fleeing domestic violence had access to shelter and support without jeopardizing their liberty.[91] Three other Committees made similar recommendations.[92]

63. The Committee on the Elimination of Discrimination against Women remained concerned about the continued existence of articles 97–99 and 340 of the Penal Code, which exempted rapists from criminal liability if they married the victim and stayed married for at least five years, and provided for reduced sentences in certain circumstances for perpetrators of crimes committed in the name of so-called "honour".[93] The Committee on the Elimination of Discrimination against Women recommended that Jordan put in place, without delay, a comprehensive strategy to modify or eliminate the patriarchal attitudes and stereotypes that discriminated against women.[94]

2. Children[95]

64. The Committee on the Rights of the Child urged Jordan to abolish the discriminatory classification of children as "illegitimate" or "children victims of lascivious conduct" and to adopt a proactive and comprehensive strategy to eliminate de jure and de facto discrimination on any grounds and against all groups of children in marginalized or disadvantaged situations.[96]

65. The Committee was deeply concerned about the widespread practice of early and forced marriage in Jordan, which often amounted to the sale of children. It was also particularly concerned about reports that Iraqi girls as young as 11 years of age were sent to Jordan for so-called *muta'a* marriages, whereby the girl's family received a payment for the girl while the "husband" could sexually abuse and exploit the girl and the marriage was terminated at a predetermined time. Some of the girls were also reported to have been forced into a trafficking ring by their "husbands".[97]

66. The Committee was concerned that children of unmarried mothers were often placed in institutions and it recommended that Jordan provide unmarried mothers with support to enable them to take care of their children and conduct awareness-raising campaigns to eliminate the stigma attached to out-of-wedlock pregnancy. It urged Jordan to ensure that children in street situations were neither arrested nor detained.[98]

67. The Committee urged Jordan to explicitly prohibit and criminalize the recruitment and use of children under 18 years of age in hostilities by the armed forces and non-State armed groups and the recruitment and use of children by security companies, and ensure that the crime of unlawful recruitment of children by the armed forces and armed groups applied in both peacetime and wartime.[99]

3. Persons with disabilities[100]

68. The country team welcomed decision no. 194-02 of 2014 for the Rendering of Formal Islamic Law Opinions which prohibits the forced sterilization of girls with disabilities and sets out the responsibility of society for girls with disabilities. However, it expressed concern over national legislation that contains provisions discriminatory to persons with disabilities.[101]

69. OHCHR noted that, despite ratification of the Convention on the Rights of Persons with Disabilities in March 2008, concerns remained over accessibility to public and private facilities, including schools, hospitals and other institutions providing services to persons with disabilities.[102]

70. The Committee on the Rights of Persons with Disabilities recommended that Jordan amend its legislation to explicitly prohibit denial of reasonable accommodation as discrimination against persons with disabilities in all areas and ensure sanctions for non-compliance.[103]

4. Minorities and indigenous peoples

71. The Committee on the Elimination of Racial Discrimination recommended that Jordan ensure that the Nawar/Dom/Roma had full access to economic, social and cultural rights.[104]

5. Migrants, refugees, asylum seekers and internally displaced persons[105]

72. UNHCR commended Jordan on its efforts to promote continued protection and humanitarian assistance to Syrian and other refugees on its territory and noted that Jordan had not only met the substance of recommendations made during the second cycle of the universal periodic review, but in doing so had played a critical role in establishing a new and powerful paradigm for international cooperation in response to humanitarian crises.[106]

73. UN-Women reported that an estimated 297,418 Syrian women refugees, representing 45.3 per cent of registered Syrian refugees in Jordan, faced different humanitarian and protection needs, such as higher risks of sexual and gender-based violence and early marriage. Registered cases of child marriages had increased from 10,866 to 10,907 in 2016.[107]

74. The Committee on the Elimination of Racial Discrimination was concerned at information that Palestinian refugees from the Syrian Arab Republic were reportedly being denied entry into Jordan and cases of refoulement continued to be reported.[108]

75. The country team also noted that the vast majority of Palestinian refugees registered in Jordan with the United Nations Relief and Works Agency for Palestine Refugees in the Near East were Jordanian citizens, so were legally entitled to work and have full access to governmental services. However, approximately 158,000 Palestine refugees who had fled Gaza in the aftermath of the 1967 conflict did not have Jordanian nationality and faced restrictions in access to public services.[109]

76. The Committee on the Elimination of Racial Discrimination was concerned over allegations that Syrian refugees and asylum seekers and their children remained vulnerable to statelessness, exploitation and abuse, and urged Jordan to take measures to prevent statelessness, protect vulnerable individuals from exploitation and abuse, ensure the proper birth registration of children of Syrian refugees and asylum seekers, and provide the necessary identity documentation.[110]

77. The Committee on the Rights of the Child expressed serious concerns that Syrian refugee children were reportedly being recruited in refugee camps in Jordan by Syrian armed groups and used in both combat and support roles.[111] The Committee against Torture also expressed its concern about the living conditions in refugee camps that might amount to ill-treatment.[112]

6. Stateless persons

78. The Committee on the Elimination of Racial Discrimination was deeply concerned about the reported continued withdrawal of nationality from persons of Palestinian origin from the Occupied Palestinian Territory and urged Jordan to put an end to the withdrawal of nationality from them and restore the nationality of those who had been affected by previous withdrawals of nationality.[113] The Committee on the Elimination of Discrimination against Women and the Committee against Torture raised similar concerns.[114]

Notes

1 Tables containing information on the scope of international obligations and cooperation with international human rights mechanisms and bodies for Jordan will be available at www.ohchr.org/EN/Countries/MENARegion/Pages/JOIndex.aspx.
2 For relevant recommendations, see A/HRC/25/9, paras. 118.29, 120.1–120.22 and 120.28–120.30.
3 See United Nations country team submission for the universal periodic review of Jordan, para. 1 and Office of the United Nations High Commissioner for Human Rights (OHCHR) submission for the universal periodic review of Jordan, para. 1.
4 See CERD/C/JOR/CO/18-20, para. 17.
5 Ibid., para. 28.
6 See CRPD/C/JOR/CO/1, para. 58.
7 See CRC/C/JOR/CO/4-5, para. 66.
8 Ibid., para. 42.
9 See OHCHR submission, para. 2.

[10] Office of the United Nations High Commissioner for Refugees (UNHCR) submission for the universal periodic review of Jordan, p. 3.
[11] For relevant recommendations, see A/HRC/25/9, paras. 118.1–118.8, 118.10–118.18, 118.20–118.21, 118.26–118.28, 118.34, 118.38, 118.47, 118.105–118.106 and 119.1.
[12] See A/HRC/25/9, paras. 118.6 (Viet Nam) and 118.12 (Ukraine).
[13] See United Nations country team submission, para. 3, and OHCHR submission, para. 5.
[14] See CRPD/C/JOR/CO/1, para. 64.
[15] See CAT/C/JOR/CO/3, para. 32.
[16] For relevant recommendations, see A/HRC/25/9, paras. 118.35 and 118.65.
[17] See United Nations country team submission, para. 4.
[18] See CERD/C/JOR/CO/18-20, para. 9.
[19] See CCPR/C/JOR/CO/5, paras. 12–13.
[20] Ibid., para. 27.
[21] See CAT/C/JOR/CO/3, paras. 35–38, and United Nations country team submission, para. 7.
[22] For relevant recommendations, see A/HRC/25/9, paras. 118.110, 118.37, 118.54, 119.5–119.6, 120.27 and 120.31.
[23] See CCPR/C/JOR/CO/5, paras. 14–15.
[24] See OHCHR submission, para. 12.
[25] See CAT/C/JOR/CO/3, paras. 11–12.
[26] See CCPR/C/JOR/CO/5, paras. 16–17.
[27] See CAT/C/JOR/CO/3, para. 25.
[28] Ibid., paras. 9–10.
[29] See CCPR/C/JOR/CO/5, para. 17.
[30] See CAT/C/JOR/CO/3, para. 34.
[31] See CRPD/C/JOR/CO/1, para. 31.
[32] See CCPR/C/JOR/CO/5, para. 19.
[33] For relevant recommendations, see A/HRC/25/9, paras. 118.42, 118.56–118.57 and 118.60–118.64.
[34] See United Nations country team submission, para. 11.
[35] Ibid., para. 12.
[36] According to a statement issued by the Director of the Transparency and Human Rights Office at the Public Security Directorate on 7 February 2018. See http://menafn.com/arabic/1096444077/الأردن-تضييق-استخدام-الاسوارة-الإلكترونية-في-اذار.
[37] See United Nations country team submission, para. 12.
[38] See CEDAW/C/JOR/CO/6, para. 23.
[39] Ibid., para. 46.
[40] For relevant recommendations, see A/HRC/25/9, paras. 118.66–118.81, 118.94, 119.8–119.12 and 120.32–120.34.
[41] See OHCHR submission, para. 17.
[42] See United Nations country team submission, para. 18.
[43] See OHCHR submission, para. 18.
[44] A/HRC/25/58/Add.2.
[45] Ibid.
[46] See A/HRC/25/9, para. 118.94 (Lebanon).
[47] See CRPD/C/JOR/CO/1, para. 57.
[48] See CERD/C/JOR/CO/18-20, paras. 14 (d) and 15 (d).
[49] See United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) submission for the universal periodic review of Jordan, para. 8.
[50] For the relevant recommendation, see A/HRC/25/9, para. 118.54.
[51] A/HRC/32/41/Add.1, para. 84.
[52] Ibid, para. 85.
[53] Ibid, para. 87.
[54] See CEDAW/C/JOR/CO/6, paras. 35–36.
[55] See CRC/C/JOR/CO/4-5, paras. 57–58.
[56] For relevant recommendations, see A/HRC/25/9, paras. 118.107 and 118.55.
[57] See UN-Women submission, para. 12.
[58] See United Nations country team submission, para. 20.
[59] See CEDAW/C/JOR/CO/6, para. 56.
[60] See United Nations country team submission, para. 20.
[61] See CRPD/C/JOR/CO/1, para. 44.
[62] See United Nations country team submission, para. 21.
[63] For relevant recommendations, see A/HRC/25/9, paras. 118.95–118.100 and 118.102.
[64] See United Nations country team submission, para. 23.

[65] See ILO Committee of Experts on the Application of Conventions and Recommendations, observation adopted in 2014, available from www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3189258.
[66] See United Nations country team submission, para. 24.
[67] See CERD/C/JOR/CO/18-20, paras. 20–21.
[68] See CCPR/C/JOR/CO/5, para. 22.
[69] For relevant recommendations, see A/HRC/25/9, paras. 118.103–118.104 and 118.126.
[70] See United Nations country team submission, para. 22.
[71] Ibid., para. 26.
[72] Ibid.
[73] See CRPD/C/JOR/CO/1, para. 52.
[74] See CRC/C/JOR/CO/4-5, para. 49.
[75] For relevant recommendations, see A/HRC/25/9, paras. 118.23, 118.32, 118.101, 118.108 and 118.125.
[76] See A/HRC/27/55/Add.2.
[77] See United Nations country team submission, para. 27.
[78] See CRPD/C/JOR/CO/1, paras. 35–36.
[79] See CEDAW/C/JOR/CO/6, para. 47.
[80] For the relevant recommendation, see A/HRC/25/9, para. 118.109.
[81] See United Nations country team submission, para. 28.
[82] See CEDAW/C/JOR/CO/6, para. 41.
[83] See CRC/C/JOR/CO/4-5, para. 51.
[84] See UNESCO submission for the universal periodic review of Jordan, para. 13.
[85] See UNESCO submission, para. 14.
[86] For relevant recommendations, see A/HRC/25/9, paras. 118.9, 118.19, 118.22, 118.25, 118.30–118.31, 118.33, 118.41, 118.43–118.46, 118.48–118.53, 118.82–118.93, 119.2–119.4, 119.7 and 120.23–120.26.
[87] See UN-Women submission, para. 8, and A/HRC/25/9, para. 118.90 (Indonesia).
[88] See A/HRC/25/9, para. 118.82 (Thailand), para.118.85 (Greece), para.118.87 (Rwanda), para.118.88 (Turkey), para.118.89 (Costa Rica), para.118.91 (Djibouti), para.118.92 (Malaysia) and para.118.93 (Maldives).
[89] See United Nations country team submission, para. 30.
[90] See UN-Women submission, para. 18.
[91] See CCPR/C/JOR/CO/5, paras. 10–11.
[92] See CEDAW/C/JOR/CO/6, para. 32, CRC/C/JOR/CO/4-5, para. 30, and CAT/C/JOR/CO/3, paras. 39–40.
[93] See CEDAW/C/JOR/CO/6, para. 33.
[94] See CEDAW/C/JOR/CO/6, para. 30.
[95] For relevant recommendations, see A/HRC/25/9, paras. 118.24, 118.36, 118.39–118.40 and 118.58–118.59.
[96] See CRC/C/JOR/CO/4-5, para. 16.
[97] See CRC/C/OPSC/JOR/CO/1, para. 20.
[98] See CRC/C/JOR/CO/4-5, para. 60.
[99] See CRC/C/OPAC/JOR/CO/1, para. 20.
[100] For relevant recommendations, see A/HRC/25/9, paras. 118.111–118.116.
[101] See United Nations country team submission, endnote 57.
[102] See OHCHR submission, para. 24.
[103] See CRPD/C/JOR/CO/1, paras. 11–12.
[104] See CERD/C/JOR/CO/18-20, para. 25.
[105] For relevant recommendations, see A/HRC/25/9, paras. 118.117–118.124 and 119.13.
[106] UNHCR submission, p. 2.
[107] See UN-Women submission, para. 27.
[108] CERD/C/JOR/CO/18-20, para. 16 (b).
[109] See United Nations country team submission, para. 22.
[110] See CERD/C/JOR/CO/18-20, paras. 16–17.
[111] See CRC/C/OPAC/JOR/CO/1, para. 21.
[112] See CAT/C/JOR/CO/3, para. 13.
[113] See CERD/C/JOR/CO/18-20, paras. 14–15.
[114] See CEDAW/C/JOR/CO/6, para. 12. See also CAT/C/JOR/CO/3, para. 16.

United Nations A/HRC/WG.6/31/JOR/3

General Assembly

Distr.: General
24 August 2018

Original: English

Human Rights Council
Working Group on the Universal Periodic Review
Thirty-first session
5-16 November 2018

Summary of Stakeholders' submissions on Jordan*

Report of the Office of the United Nations High Commissioner for Human Rights

I. Background

1. The present report was prepared pursuant to Human Rights Council resolutions 5/1 and 16/21, taking into consideration the periodicity of the universal periodic review. It is a summary of 36 stakeholders' submissions[1] to the universal periodic review, presented in a summarized manner owing to word-limit constraints. A separate section is provided for the contribution by the national human rights institution that is accredited in full compliance with the Paris Principles.

II. Information provided by the national human rights institution accredited in full compliance with the Paris Principles

2. The National Center for Human Rights (NCHR) observed that from 2013 until 2018, the Jordanian government had genuinely sought to achieve progress in the human rights situation in the country. The authorities have responded to a number of the recommendations provided by the National Center and have introduced amendments to a number of national legislations that contributed to the promotion of human rights, especially amendments to the Law on Independence of the Judiciary, the Juveniles Act, the Penal Code and the Code of Criminal Procedure, to improve its compliance with international standards.[2]

3. Despite the official efforts made to advance the human rights situation, the National Center noted that there were still a number of challenges that hinder progress in this area. These include the failure to integrate international human rights conventions into national legislation; continued allegations against law enforcement agencies in dealing with activists; the policies on issues of public freedoms in general, freedom of opinion and expression and freedom of association in particular; and failure to adequately respond to complaints received by the National Center and transferred to the relevant official authorities. The National Center indicated that one of the most serious challenges for the

* The present document was not edited before being sent to United Nations translation services.

GE.18-13944(E)
1813944

Please recycle

government remained the balancing national security and respect for human rights. The issue of combating terrorism and extremism had become a challenge to the freedom of opinion and expression, respect for privacy and the requirements of fair trial.[3]

4. The NCHR recommended, amongst others, that Jordan continue to study the legislation on the death penalty and restrict its scope to the most serious crimes and legislation that include restricting the application of the death penalty and establishing more stringent controls and conditions on the investigation of criminal cases punishable by death and certainty of the strength of evidence against the accused, ratify the International Convention for the Protection of All Persons from Enforced Disappearance for the year 2006; accede to the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, 2006; amend the text of article 208 of the Penal Code concerning the criminalization of torture to ensure that is not subject to general or special amnesties and statute of limitations.[4]

5. The NCHR further called on Jordan to abolition of the Crime Prevention Act of 1954; to expedite the amendment of national legislation to ensure that detainees are in contact with their families and enjoy access to legal and medical support, from the moment of arrest and througout the period of preliminary investigation.[5]

6. The NCHR urged the Government to amend the Press and Publication Law No. 8 of 1998, especially with regard to revoking the requirement of pre-licensing publications and electronic news websites; amend of the Prevention of Terrorism Law No. 55 of 2006, especially article 2 on the definition of terrorism and the repeal of article 3, paragraph (b), and the amendment of article 3, paragraph (e), concerning the promotion of the ideas of a terrorist group; amend article 11 of the Electronic Crime Prevention Law No. 27 of 2015 by adding a text that includes the non-suspension of journalists in cases of defamation and libel of publications on websites.[6]

III. Information provided by other stakeholders

A. Scope of international obligations[7] and cooperation with international human rights mechanisms and bodies[8]

7. Al Karama recommended Jordan to ratify the OPCAT, ICCPR-OP1, ICCPR-OP2, and ICPPED and make declarations under articles 21 and 22 UNCAT; JS3 recommended ratisfying the ILO Convention No. 87 and ICMW; ICAN recommended Jordan to sign and ratify the UN Treaty on the Prohibition of Nuclear Weapons as a matter of international urgency[9]; and JS4 recommended ratifying ILO Convention No. 87.[10]

8. Al Karama noted that, although Jordan issued a standing invitation to all Special Procedures in 2006, its cooperation with the latter has remained limited since its last UPR. Moreover, Al Karama regretted that the opinions of the Working Group on Arbitrary Detention (WGAD) calling for the release of Messrs Adam Al Natour (Opinion No. 39/2016), Ghassan Mohammed Salim Duar (Opinion No. 17/2017) and Hatem Al Darawsheh (Opinion No. 46/2017) had not been implemented by the authorities.[11]

9. JS8 recommended, amongst others, that Jordan amend article 208(2) of the Penal Code, so it becomes compatible with the definition of torture in article 1(1), 2(1) and 4(1) of the UN CAT and Article 7 of the ICCPR; amending article 208 of the Penal Code, where it shall clearly and explicitly state that it is prohibited to enable the perpetrator of the torture crime to invoke that he/she was acting according to orders issued by a senior officer or a public authority as an excuse to commit the crime.[12]

10. JS9 observed that provisions of international conventions are seldom, if ever, invoked during national court proceedings, which – according to JS9 – suggests a general lack of awareness of the importance of these conventions. The JS9 recommended that Jordan take steps to ensure that legislative, judicial and administrative measures are taken in order to apply the provisions of international conventions and to recognize them as a legally binding instruments, including by raising awareness of the treaties and conventions that Jordan is a party to.

B. National human rights framework[13]

11. The Jordan National Centre for Human Rights – created in 2002 - was re-accredited with the A status in November 2015 by the Sub-Committee on Accreditation of the Global Alliance of National Human Rights Institutions.[14]

12. Al Karama provided that, although the NCHR played an active role in the country, it was still not provided with the adequate means to carry out its mandate.[15] Key concerns included the lack of a clear, transparent and participatory selection and appointment process of its members as well as the high level of interference from the executive over the NCHR. Furthermore, the NCHR did not enjoy sufficient investigative powers, nor an effective complaint mechanism.[16]

13. ICAN noted with appreciation that Jordan participated in the negotiation of the UN Treaty on the Prohibition of Nuclear weapons, and voted in favour of its adoption on 7 July 2017. However, Jordan has not yet signed the Treaty. ICAN recommends that Jordan signs and ratifies the UN Treaty on the Prohibition of Nuclear Weapons as a matter of international urgency.[17]

C. Implementation of international human rights obligations, taking into account applicable international humanitarian law[18]

1. Cross-cutting issues

Development, the environment, and business and human rights

14. Dibeen noted that during the first and second UPR cycles, Jordan received a combined total of two recommendations related to the right to water and sanitation and that, although Jordan supported both recommendations, these were only partially implemented. Dibeen recommends the government of Jordan to enact a comprehensive law for water that ensures the concept of the right to access water in sufficient, safe and clean quantities, as well as sanitation services for all members of society, including the marginalized groups of women, children, refugees, and others.[19]

15. The Iradat Shabab Coalition recommended, amongst others, that Jordan enact a Jordanian water law to ensure distributing powers between various governmental and national entities to ensure the right to clean water and sanitation for all (Goals 6, 14.1); and enact a law on land use to protect agricultural and forest land in implementation of Article 57 of Agriculture Law of 2015 and in line with the Paris Agreement (Goals 13 and 15).

Human rights and counter-terrorism

16. Al Karama provided that, Jordan's Anti-Terrorism Law No. 55 of 2006 contained a broad definition of terrorism that allows the authorities to prosecute before the State Security Court (SSC) anyone who exercises his/her fundamental rights to freedom of expression or peaceful assembly. In 2014, amendments were made to the law that further broadened its scope and criminalised nonviolent acts such as "disturbing the public order" or "posing an economic risk". The amendments added common crimes defined in the Penal Code under the definition of terrorism, such as "disturbing relations with a foreign country".[20]

17. Similarly, JS9 urged the Government to amend the Prevention of Terrorism Act and to define terrorism and terrorist acts in a precise manner and in line with international conventions and obligations.[21]

18. Al Karama stated that human rights violations committed under the pretext of counter-terrorism measures have been perpetrated primarily by the GID – whose director is appointed by the king and reports to the prime minister – and by the SSC. Al Karama also reported that, among the methods of torture employed by the GID are beatings on the body including the soles of the feet ("falaqa"), stress positions, sleep and food deprivation, injections that cause states of extreme anxiety, humiliation, threats of rape against the victim and family members, and electric shocks. The GID systematically places detainees

in solitary confinement for prolonged periods of time. Cases of terrorism fall under the SSC's jurisdiction, which functions in close collaboration with the GID.[22]

2. Civil and political rights

Right to life, liberty and security of person[23]

19. Al Karama stated that, under Jordanian law, anyone who was arrested must be brought before a judicial authority within 24 hours. In practice, the time limit for detaining suspects before the involvement of the Public Prosecutor was frequently exceeded, in some cases by several months. There was no legal provision to protect the right to *habeas corpus*. The Code of Criminal Procedure (CCP) did not explicitly mention the right of arrestees to contact their family.[24]

20. JS5 noted that Jordan continued to impose and carry out death sentences, which was permitted for a variety of crimes that did not involve intentional killing, including rape, drug trafficking, and political crimes "most serious crimes", fully implement the National Plan for Human Rights 2016-2025 to reduce the number of crimes punishable by death and ensure fair trial rights, repeal or amend laws that call for a mandatory death sentence and refrain from using the death penalty as a response to terrorism.[25]

21. JS6 further stated that, following the Arab Spring and rise of the Islamic State (IS), Jordan continued issuing death sentences and continues to carry out several executions each year. JS also stated that, in 2017, 120 adults were on the death row, twelve of whom were women. According to Amnesty International, Jordanian judges handed down 13 death sentences in 2016.[26]

22. ACHRS stated that, out of all the amendments to the Penal Code in 2017, the most significant was the repeal of Article 308. This article was called a "reward in cases of rapes", as it gave leeway for a man to avoid punishment if he promised to marry the women he raped and stayed married for at least three years. The article was added to the Penal Code to preserve the honour of raped women, but it had severe consequences for the lives of raped women as they were forced to marry their rapists.[27]

23. ACHRS stated that, in a similar manner, the amendment to Article 98 of the Penal Code is paradigmatic. Such article provided for extenuating circumstances in cases of killings of an unfaithful wife if under the influence of an extreme anger, such as finding her in the act. Recent reform has changed these extenuating circumstances to allow for a wife to similarly kill a husband in similar situations with mitigated punishments, an accomplishment of dubious worth.[28]

Administration of justice, including impunity, and the rule of law[29]

24. JS2 recommended that the government repeal article (2) of the State Security Court Law which granted the Prime Minister the authority to form the court and appoint its judges; facilitate access to justice for all groups in society by providing means of accessing free legal assistance to those who need it, and to all people residing in Jordan, including refugees and expatriate labor; and work on reinforcing the role of women in the justice sector in general and inside Sharia courts in particular, where the judiciary in Sharia courts remained restricted to men.[30]

25. HRW stated that perpetrators of torture or other ill-treatment continued to enjoy impunity, and recommended Jordan to remove jurisdiction over criminal matters involving police and prison abuse from the Police Court and transfer it to regular civilian courts.[31]

26. JS8 provided that, despite the fact that Jordan amended the Penal Code in mid-2017 to raise the minimum limit of the penalty from 6 months to one year, torture is still considered as a minor offence and is classified as misdemeanour. JS8 noted that the penalty still lacks proportionality with the nature and gravity of torture crime and that torture crimes are still subject to the expiration of the statute of limitation and to general and private amnesty. According to JS8, the definition of torture in the Jordanian legislation does not comply with the definition stated in the UN CAT, and that the courts did not issue any conviction based on the commission of torture crime and based on that no one was

compensated for being a victim of such crime. In addition to the pervious shortcomings, JS8 held that the related legislations are short of clear text stating victims' rights to any compensation once proven that such crime was committed against them. JS8 claimed that there are no legislations or procedures which provide the victims or the witnesses in such crimes with the needed protection; and that the crime of torture still falls under the jurisdiction of the Police Courts, which are not independent bodies since it represents the perpetrator.[32]

27. JS7 recommended that Jordan: provide shelter services and protection to vulnerable women threatened with honor crimes instead of protective imprisonment; amend the text of article 100 of the constitution in order to stipulate clearly that the period of detention starts when the suspect is arrested; amend the Independence of the Judiciary Law to grant judges more protection against permanent leave decisions, arbitrary transfer, and retirement; and abolish and amend articles in the Anti-terrorism Law and Electronic Crimes Law that criminalize expression of opinion and restricts freedom of expression.[33]

Fundamental freedoms and the right to participate in public and political life[34]

28. Access Now commended efforts made by the Government, but noted that according to the Freedom House, Jordan's freedom score is 51 of 100 because of the government's restriction on connectivity and the passage of law that chills freedom of expression rights online. It observed that from June 2016 to May 2017, the telecom operators in Jordan continued to block VoIP calling features on various communication applications, including Viber, WhatsApp, and Skype.[35]

29. ACHRS stated that representatives in the lower chamber of the parliament are elected in a proportional way on the basis of electoral districts. However, the distribution of the representatives coming from each district is not proportionate to its population. Furthermore, the Independent Election Commission was established in order to manage the election, to check results, and to distribute the seats. There was no representation of the political parties, the trade unions and the civil society at large.[36]

30. JS4 and JS3 stated that although the right to form trade unions is constitutionally protected, in law and in practice this right is subject to debilitating and unwarranted limitations. In practice, no trade union has been approved to register in 42 years and the only functional union in Jordan, the General Federation of Jordanian Trade Unions (GFJTU), is neither independent nor truly representative of workers.[37]

31. ADF International praised Jordan for upholding relatively high levels of religious freedom among Middle Eastern countries. The constitution mandates that the State guarantees free exercise of all forms of worship and religious rites, but it also declared Islam the official religion. It noted that although expatriate Christians and those born into Jordan's native Christian communities enjoy relative religious freedom, Muslim converts to Christianity suffer heavy persecution.[38]

32. JS4, Al Karama, JIPJHR and HRW stated that the legal framework that regulated the right to the freedom of expression was heavily restrictive. The Government utilizes legal and legislative tools to prosecute individuals for their peaceful expression of opinion, as legislation criminalises defamation, speech deemed critical of the king and the denigration of government officials.[39]

33. The ACHRS stated that one of the main problem linked to academic freedom is the fact that professors are not free to establish professional unions, thus their right to association is restricted by the law, in violation of article 22 ICCPR. Following this, a more recent research, conducted in 2017, showed that the situation is still the same and that academics are still restricted in their ability to form and join unions.[40]

34. JS11 noted that several students have been arrested by security agencies and authorities in cases relating to freedom of speech and expression. It recommended Jordan, amongst other things, to allow political parties to enter and set up activities in universities; to prevent the Deanship of Student Affairs and the security agencies from influencing the university elections or student choices; to allow students the opportunity to train in

decision-making institutions; to prevent any authority figures in the university from threatening anyone.[41]

35. JS11 observed that, since early 2010, reports have emerged of increased reliance on surveillance, including to repress dissent, as more charges derived from surveillance are being pressed against activists. Despite growing concerns raised by civil society organisations in relation to the right to privacy in Jordan, there is very little independent, publicly scrutiny of policy and legislative processes on privacy, data protection and communications surveillance, and very limited reports on the surveillance powers and practices of Jordanian authorities.[42]

36. JS11 stated that, although there are some laws regulating communications surveillance as well as regulations which impose obligations on service providers to enable and/or conduct themselves communications surveillance activities, when it comes to digital communications, there are no laws regulating their access by law enforcement and intelligence agencies[43]. It also claimed that the Anti-Terrorism Law of 2006 lacks many substantive and procedural safeguards needed to ensure any interference with privacy is lawful, necessary and proportionate. The law authorises the general prosecutor to subject someone to surveillance based on "reliable" information that links that person to "terrorist activities" without any clear language prescribing what "reliable" or "activity" means. Its article 4 states: "If the Prosecutor General received reliable information indicating that a person or group of persons is connected to any terrorist activity, the Prosecutor General can impose surveillance over the residence of the suspect, their movements, and their means of communication. JS11 held that the weak threshold ("reliable information") falls short of the standard of "reasonable suspicion" set by human rights law and it provides too broad a discretion to allow for the request of a warrant.[44]

37. In order to be lawful and in respect with international human rights law, communications surveillance must meet the minimum standards of being enshrined in clear and public laws, being necessary in a democratic society to achieve a legitimate aim and proportionate to that aim. Individuals must be protected against arbitrary interference with their right to communicate privately. When a government wishes to conduct communications surveillance, it must only be done in accordance with clear and transparent law. JS11 stated that it is therefore urgent that Jordan address the legal and regulatory void which law enforcement and security agencies in Jordan are currently operating in. Jordan must legislate to regulate surveillance activities conducted by law enforcement and security agencies as soon as possible.[45]

38. JS10 recommended that Jordan initiate a process to legislate on communication surveillance by all state entities, including law enforcement and security agencies, to ensure that all communications activities are conducted in respect for the right to privacy and comply with Jordan's national and international human rights obligations.[46]

39. The Committee to Protect Journalists recommended, amongst other things, that the Jordanian government rescind the 2012 amendments to the Press and Publications Law to promote an open and free press; broad the definition of who is a journalist; decriminalize defamation and allow journalists to do their job freely without interference or fear of reprisal; take appropriate legislative steps to ensure that Jordan's media regulations and laws and state practice are brought in line with international human rights; and conduct impartial investigations into all cases of attacks, harassment and intimidation of journalists, media outlets, and press freedom groups.[47] CDFJ made similar recommendations.[48]

40. CDFJ stated that from 2013 to 2017, 947 violations that affected the media freedom against 241 journalists and 34 media institutions were documented. These violations included detaining media professionals, assaults on journalists and impunity to the perpetrators. It recommended Jordan to commit to holding independent and fair investigations in all cases involving an assault against journalists; end the policy of impunity for its perpetrators; and ensure fair treatment for the victims of random detention and/or assaults and humiliating and inhuman treatment.[49]

41. CMN stated that Jordanian law did not recognize "community radio" as a special category, nor did it provide any financial incentives to not-for-profit radio stations.[50] It

recommended Jordan to recognize and create an enabling environment for community media in Jordan.[51]

Right to privacy and family life[52]

42. HRW, Mosawa Network, JS7 and JS6 recommended Jordan to allow women to pass on their citizenship to their children and spouses.[53]

3. Economic, social and cultural rights

Right to work and to just and favourable conditions of work[54]

43. The Arab Women's Legal Network observed that forced labor was not treated as a crime and recommended Jordan to enlist forced labor as a crime, in line with its constitutional and international obligation.[55]

44. Rasheed urged Jordan to amend the legislation related to public service jobs to ensure equal opportunities for citizens to obtain public positions, by following transparent procedures; to activate the mechanism of complaints in all stages of appointment.[56]

45. JS3 stated that during 2nd UPR Cycle, Jordan accepted the recommendations towards "combatting unemployment". However, Jordan's job-creating capabilities had sharply declined. Whereas 2007/2008 the Jordanian economy was capable of creating 70,000 new jobs yearly, by the end of 2016 this figure had dropped to 48,000. JS3 recommended Jordan to review the economic model and stimulate the national economy by encouraging investment in labour-intensive productive sectors to alleviate unemployment and generate adequate and decent job opportunities; implement the national framework developed by the government with ILO for the transition to the formal economy in 2014; review wage policies to increase them and enforce them in the formal and informal economy; and amend Penal law to introduce Forced Labor as serious crime against persons.[57]

Right to social security[58]

46. JS3 stated that although in 2014 the government issued a "national framework for the transition to the formal economy in Jordan" that emphasized a set of principles which included respect for the rights of individuals and respect for basic labor rights for all workers, including those in the informal economy; the framework has not been implemented, with the exception of campaigns to expand the social security base. Nevertheless, only approximately 1.22 million active workers in Jordan were covered by social security.[59]

47. JS3 recommended Jordan to broaden the reach of national social security system, to ensure decent minimum living standards and ensure that the domestic workers are included in the social security system.[60]

Right to education[61]

48. JS1 stated that, according to official figures, there was a total of 414,358 under-18 married women in Jordan. Among these women, 253,155 were Jordanians, while 113,370 were Syrians and 47,833 were of other different nationalities. In other words, the percentage of women who were married before turning 18 stood at 21 % on the national level. Jordanians accounted for 17.6 % compared to 39.5% of Syrians and 19.2 % of other nationalities. It recommended Jordan to take all necessary measures to improve access to education and its quality and train highly-qualified teachers, with special emphasis on rural areas where males drop out and join the labor force and females go for early marriage.[62]

49. Al Aman Center for Human Rights observed that although education wass mandatory until 10th grade, after reviewing the Education Law No 3 of 1991, it becomes clear that the law is not fully enforced, and does not include serious penalties to limit drop outs.[63]

4. Rights of specific persons or groups

Women[64]

50. The Arab Women Organization of Jordan (AWO JO) noted positives developments over the past year after years-long campaigning, the Jordanian Parliament abolished Article 308 of the Penal Code which allowed a rapist to avoid punishment by marrying his victim for a minimum of 5 years. The reform also included increasing the sentence for perpetrators of honour crimes. In addition to Amman, the public governmental shelter "Dar Al Wifaq Al Osari" has been inaugurated with another branch in Irbid, providing relief services for women of all nationalities subjected to violence or at risk of honour crimes. It stressed, however, that violence against women remain widespread. Every year about 15 to 20 women face a crime by a male family member in the name of contravening social norms of "honour". The Penal Code still allowed reduced sentences for those who murder their spouses when discovered committing adultery. Studies showed that 1 in 3 women in Jordan had been subjected to an incident of physical violence, yet only 3% of victims seek support from the authorities, largely due the rejection of domestic violence claims by the justice system and the lack of standard operating procedures.[65]

51. AWO JO stated that girl marriage is another form of violence at an increasing rate in the Jordan, especially amongst refugee communities, accounting for 17.6% of all marriages among Jordanian women and 39.5% among Syrian refugee women. Although the legal age of marriage is 18, the pertinent law confers judicial discretion to allow for an exception for the marriage of girls under 18 if "it is in their best interest". This power can be exercised by a single male judge without any monitoring body or mechanism of reporting and accountability of violations that might occur.[66]

52. The American University of Madara (AUM) stated that a large obstacle that Jordan faced with gender and education is gender mainstreaming. Yet most schools in Jordan continue to cast and sustain traditional and outdated roles of a woman in society. By doing so, the educational system reinforces the notion of the gender identity from a young age and perpetuates traditional gender status, thereby undermining women's social status, autonomy, educational opportunities, and professional careers.[67]

53. Mosawa Network recommended that Jordan amend its Constitution to include "gender" as a basis for non-discrimination. Equality and equal opportunities should be mentioned in the Constitution as well as criminalizing discrimination.[68]

54. AWO JO, HRW, Jordan UPR Observatory, Arab Women's Legal Network and Bushra Center raised concerns about the Jordanian Nationality Law No 6 of 1954 did not treat Jordanian men and women equally, denying women married to non-Jordanians, the right to pass on their citizenship to their children or their spouses, in clear contravention to all international agreements ratified by Jordan.[69]

Children[70]

55. The Bushra Center noted that the percentage of females who married in 2015 under the age of 18 to total females married in 2015 reached 18.1% on the national level compared to 11.6 % in 2011. In addition, situations of poverty and out-of-wedlock pregnancy often result in authorizations of such marriages. For instance, EPCAT noted that the number of early and forced marriages among Syrian refugee girls tripled to reach 32%.[71]

56. EPCAT noted that the Penal Code criminalised sexual intercourse with a child under 15 years of age regardless of consent, and adds an aggravated penalty if the girl was under 12 years of age. However, rape was only penalised if the victim was female. Marital rape was explicitly not criminalised. The Penal Code criminalised procurement, attempted procurement, coercion or deception of a woman with the view of engaging her in prostitution. However, regarding child prostitution it only criminalised "a caretaker of a child between 6 and 16 years of age, who permits the said child to reside in, or regularly frequent, a brothel" for an imprisonment for up to six months of a fine or up to 20 Dinars (23.6 Euros).[72]

57. EPCAT informed that in 2016 a unit dedicated to combat online sexual exploitation of children has been established.[73] It recommended ensuring law enforcement agencies have the resources and skills to identify, investigate and respond to sexual exploitation cases.[74]

58. GIEACPC stated that corporal punishment of children was lawful in the home and in some alternative care and day care settings. Prohibition in institutions requires confirmation. It was concerned that during the previous UPR there was no specific recommendation on corporal punishment of children and hoped that states will raise the issue during the next review.[75]

Persons with disabilities

59. HRW commended Jordan's adoption of a new legislation to improve the lives of people with disabilities and recommended Jordan to fully implement its provisions.[76]

Migrants, refugees, asylum seekers and internally displaced persons

60. Tamkeen observed that whereas the Labour Law ought to treat both Jordanians and non-Jordanian workers, there were still discriminatory articles towards migrant workers. One example was the national minimum wage, which was raised to be 220 JDs. Tamkeen held that migrants continue to be subjected to numerous forms of verbal, physical and sexual abuses in their workplaces; especially domestic workers who in some cases were forcibly detained in the homes where they work. Tamkeen also expressed concern over the sponsorship system, under which a migrant worker was bound with an absolute subordination to the employer for the duration of the contract.[77]

61. Tamkeen held that, while there had not been reports of cases of mistreatment or torture during their detention, migrant workers are still being administratively detained[78] due to their employers lodging a complaint against them, or not having personal documentations or whose residency permits have expired.

62. The Jordan UPR Observatory stated that Jordan hosts around 158 thousand Palestinians from Gaza Strip and Jordanian laws impose restrictions that limit their rights of ownership, work, medical treatment, education, membership in professional associations and other civil rights, and there were no national laws that address the legal status of the natives of Gaza Strip.[79] The Jordan UPR Observatory noted that Jordanian laws ban the employment of natives of Gaza in the public or government sector because they do not hold national numbers, and do not allow them to practice certain professions as legal practice and dentistry in accordance with the decisions by the professional associations.[80]

63. HRW informed that over 655,000 persons from Syria had sought refuge in Jordan, but since June 2016, Jordan had not permitted Syrians to enter the country to seek asylum. Since 2016, Jordanian authorities had severely limited deliveries of humanitarian aid and violated the principle of non-refoulement by deporting hundreds of them.[81]

Notes

[1] The stakeholders listed below have contributed information for this summary; the full texts of all original submissions are available at: www.ohchr.org. (One asterisk denotes a national human rights institution with "A" status).

Civil society

Individual submissions

AccessNow	Access Now, New York (United States of America);
ADF International	ADF International, Geneva (Switzerland);
ACRHR	Al-Aman Center for Human Rights, Amman (Jordan);
Alkarama	Al Karama Foundation, Geneva (Switzerland);
ACHRS	Amman Center for Human Rights Studies (Jordan);
AUM	American University of Madaba, Madaba (Jordan);
AWO JO	Arab Women Organization of Jordan, Amman (Jordan);
AWLN	Arab Women's Legal Network, Amman (Jordan);
Bushra Center	Bushra Center for Women's Studies and Research, Zarqa

	(Jordan);
CDFJ	Center for Defending Freedom of Journalists, Amman (Jordan);
Iradat Shabab	Coalition of Iradat Shabab for UPR, Amman (Jordan);
The CPJ	Committee to Protect Journalists, Amman (Jordan);
CMN	Community Media Network, Amman (Jordan);
Dibeen	Dibeen Association for Environmental Development, Jerash (Jordan);
ECPAT International	ECPAT International, Bangkok (Thailand);
GIEACPC	Global Initiative to End All Corporal Punishment of Children, London (United Kingdom);
HRW	Human Rights Watch, Geneva (Switzerland);
ICAN	International Campaign to Abolish Nuclear Weapons, Geneva (Switzerland);
JIPHR	Jordan Independent Panel on Human Rights, Amman (Jordan);
UPR-Jordan	Jordan UPR Observatory, Amman (Jordan);
MN	Mosawa Network, Amman (Jordan);
Rasheed (TI - JO)	Rasheed for Integrity and Transparency (Transparency International - Jordan), Amman (Jordan);
Tamkeen	Tamkeen Fields for Aid, Amman (Jordan).
Joint submissions:	
JS1	**Joint submission 1 submitted by:** Arab Network for Civic Education-ANHRE and the Jordanian Coalition for Education for all Amman, Jordan;
JS2	**Joint submission 2 submitted by**: Eye Jordan;
JS3	**Joint submission 3 submitted by:** The Arab NGO Network for Development & the Phoenix Center for Economics and Informatics Studies;
JS4	**Joint submission 4 submitted by:** CIVICUS: World Alliance for Citizen Participation, Arab NGO Network for Development and The Phoenix Center for Economic & Informatics Studies;
JS5	**Joint submission 5 submitted by**: The Advocates for Human Rights, The Amman Center for Human Rights Studies, The Arab Coalition Against Death Penalty and the World Coalition Against the Death Penalty
JS6	**Joint submission 6 submitted by**: Amman Center for Human Rights Studies, Society for Social and Economic Empowerment for Women, Amman Forum Society for Human Rights;
JS7	**Joint submission 7 submitted by**: INSAN Coalition, which includes Phenix Economic and Informatics Studies Center, Justice Center for Legal Aid, Jordanian Women's Union, Federation of Independent Trade Unions, Lawyers without Borders, Wae'e Center for Human Rights Studies, Ana Insan Society for Rights of the PwD, and Human defenders and Journalist: Rania Al-Sarayrah, Nadine Al-Nimri, Muhammad Shamma, and Najat Shana'a;
JS8	**Joint submission 8 submitted by**: The Jordanian Civil Alliance Against Torture (JoCAT), which includes Jordanian Society for Human Rights, Tamkeen Fields for Aid, Arab Women's Legal Network, Institute for Family Health– Noor Al Hussein Foundation, Community Media Network, Al Balad Radio, Centre for Defending the Freedoms of Journalists (CDFJ), Bedaya Jadedah for Human Rights Training, Arab law Firm, Jordanian Jurist Association;
JS9	**Joint submission 9 submitted by**: The Jordanian Organisation Council for Human Rights (UNHCRD)/Kamal al Mashreqi, which includes the Arab Center for Democracy and Human Rights, the Academy for Democracy and Development Studies, Lawyers Without Borders (Jordan).

East and West Center for Sustainable Development, Jerash Charity Society, Madaba Foundation for Youth, and Child Welfare Association.

JS10 **Joint submission 10 submitted by**: Privacy International (PI) and the Jordan Open Source Association (JOSA).

JS11 **Joint submission 11 submitted by**: Mistika Center for Training and Development, which includes Hamza Abdallah Abualhayja'a - manager of Mestika Center and leader of this alliance, Mohamed Ali Alawneh – activist in Human Rights at Yarmouk University; Leen Hosam Gharaibeh - activist in Human Rights at- University of Jordan; Mohamed Swedat - activist in Human Rights at Jordan University of Science and Technology; Sameer Mashhour - Manager of Human Rights Club in University of Jordan; Abraheem Qushear – activist in Human Rights at Albalqa'a Applied University; and Abdualrahman Abu Shaban- activist in Human Rights at Jordan University of science and Technology.

National human rights institution

NCHR The National Center for Human Rights, Amman (Jordan).

[2] NCHR, page 1.
[3] NCHR, page 1.
[4] NCHR, page 4.
[5] NCHR, page 4.
[6] NCHR, page 4.
[7] The following abbreviations are used in UPR documents:

ICERD	International Convention on the Elimination of All Forms of Racial Discrimination.
ICESCR	International Covenant on Economic, Social and Cultural Rights.
OP-ICESCR	Optional Protocol to ICESCR.
ICCPR	International Covenant on Civil and Political Rights.
ICCPR-OP 1	Optional Protocol to ICCPR.
ICCPR-OP 2	Second Optional Protocol to ICCPR, aiming at the abolition of the death penalty.
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women.
OP-CEDAW	Optional Protocol to CEDAW.
CAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.
OP-CAT	Optional Protocol to CAT.
CRC	Convention on the Rights of the Child.
OP-CRC-AC	Optional Protocol to CRC on the involvement of children in armed conflict.
OP-CRC-SC	Optional Protocol to CRC on the sale of children, child prostitution and child pornography.
OP-CRC-IC	Optional Protocol to CRC on a communications procedure.
ICRMW	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
CRPD	Convention on the Rights of Persons with Disabilities.
OP-CRPD	Optional Protocol to CRPD.
ICPPED	International Convention for the Protection of All Persons from Enforced Disappearance.

[8] For relevant recommendations see A/HRC/25/9, para. 120.6 (Norway), Slovakia, Belgium, Brazil, Maldives, Ecuador, Slovenia); A/HRC/25/9, para. A/HRC/25/9, para. 118 (Bangladesh).
[9] ICAN, page 1.
[10] JS4, 6.1.
[11] Al Karama, page 3.
[12] JS8, page 5.
[13] For relevant recommendations see A/HRC/25/9, para. 118.6 (Viet Nam); A/HRC/25/9, para. 118.12 (Ukraine); A/HRC/25/9, para. 118.10 (Bahrain).

[14] Global alliance of national institutions for the promotion and protection of human rights, *Report and Recommendations of the Session of the Sub-Committee on Accreditation (SCA)*, Geneva, 14-18 November 2016, pp. 29-31 ; Al Karama.

[15] Recommendation 118.13 from Sierra Leone regarding the resources allocated to the Jordanian National Centre for Human Rights.

[16] Al Karama, page 2.

[17] ICAN, page 1.

[18] For relevant recommendations see A/HRC/25/9, para. 118.65 (Sierra Leone); A/HRC/25/9, para. 119.30 (Romania); A/HRC/25/9, para. 120.4 (France), A/HRC/25/9, para. 120.27 (Switzerland), A/HRC/25/9, para. 120.28 (Austria); A/HRC/25/9, para. 118.37 (Australia), A/HRC/25/9, para. 119.5 (Spain), A/HRC/25/9, para. 119.6 (Germany), A/HRC/25/9, para. 120.31 (Brazil); A/HRC/25/9, 2nd Cycle – 17th Session. Rec. 118.82 (Thailand), Rec. 118.83 (Qatar), Rec. 118.85 (Greece), Rec. 118.87 (Rwanda), Rec. 118.88 (Turkey), Rec. 118.89 (Costa Rico), Rec. 118.92 (Malaysia), Rec. 118.93 (Maldives); A/HRC/25/9, para. 118.70 (Austria), A/HRC/25/9, para. 118.73 (France), A/HRC/25/9, para. 118.75 (France), A/HRC/25/9, para. 118.80 (Kuwait); A/HRC/25/9, para. 118.81 (Mexico), A/HRC/25/9, para. 119.11 (Ireland), A/HRC/25/9, para. 119.12 (Canada); A/HRC/25/9, para. 118.94 (Lebanon); A/HRC/25/9, para. 120.34 (Chile); A/HRC/25/9, para. 118.54 (Kyrgyzstan); A/HRC/25/9, para. 118.107 (United Arab Emirates); A/HRC/25/9, 2nd Cycle – 17th Session. Rec. 118.43 (State of Palestine); A/HRC/25/9, para. 118.97 (Iraq); A/HRC/25/9, para. 118.98 (Lebanon); A/HRC/25/9, para. 118.99 (State of Palestine); A/HRC/25/9, para. 118.26; A/HRC/25/9, para. 118.108 (Cuba); A/HRC/25/9, para. 118.30 (Singapore); A/HRC/25/9, para. 120.23 (Uruguay); A/HRC/25/9, para. 118.90 (Indonesia); A/HRC/25/9, para. 118.82 (Thailand); A/HRC/25/9, para.118.87 (Rwanda); A/HRC/25/9, para.118.85 (Greece); A/HRC/25/9, para.118.88 (Turkey); A/HRC/25/9, para.118.89 (Costa Rica); A/HRC/25/9, para.118.91 (Djibouti); A/HRC/25/9, para.118.92 (Malaysia); A/HRC/25/9, para.118.93 (Maldives); A/HRC/25/9, para.120.7 (Slovenia); A/HRC/25/9, para.118.7 (Tunisia); A/HRC/25/9, para. 118.113 (Malaysia); A/HRC/25/9/ para. 118.114 (United States of America).

[19] Dibeen, page 4.

[20] Al Karama, page 4.

[21] JS9, page 7.

[22] Al Karama, page 6.

[23] For relevant recommendations, see A/HRC/25/9, paras. 118.110, 120.27, 118.37, 119.5, 119.6, 120.31, 118.54.

[24] Al Karama, page 3.

[25] JS5, p. 31.

[26] JS, paras 15, 16.

[27] ACHRS, page 1.

[28] ACHRS, page 2.

[29] For relevant recommendations, see A/HRC/25/9, paras. 118.60, 118.42, 118.61, 118.62, 118.63, 118.56, 118.57, 118.64.

[30] JS2, page 6.

[31] HRW, page 4.

[32] JS8, page 4.

[33] JS7, PAGE 11.

[34] For relevant recommendations, see A/HRC/25/9, paras. 118.70, 118.73, 118.75, 118.80, 118.66, 118.67, 118.68, 118.71, 118.72, 118.74, ll18.76, 118.78, 119.8, 119.9, 119.10, 120.32, 120.33, 118.79, 118.77, 118.69, 118.81, 119.11, ll19.12, 118.94, 120.34.

[35] Access Now, Para 8.

[36] ACHRS, page 5.

[37] JS4, 2.9; JS3, p. 17-19.

[38] ADF, para 5.

[39] JS4, 4.3 JIPHR, p. 5.

[40] ACHRS, page 3.

[41] JS11, pages 2-4.

[42] JS11, pages 2-4.

[43] See: Internet Legislation Atlas, Jordan: Surveillance and data protection, available at: https://internetlegislationatlas.org/#/countries/Jordan/frameworks/surveillance.

[44] JS11, pages 2-4.

[45] JS11, pages 2-4.

[46] JS10, para 34.

[47] CPJ, para 28.

[48] CDFJ, pages 3-4.

[49] CDFJ, pages 5-7.
[50] CMN, p. 4.1.
[51] CMN, p. 5.
[52] For relevant recommendations, see A/HRC/25/9, paras. 118.107, 118.55.
[53] HRW, Mosawa, JS7 and JS6.
[54] For relevant recommendations, see A/HRC/25/9, paras. 118.98, 118.100, 118.102, 118.97, 118.99, 118.96, 118.95.
[55] AWLN, page 3.
[56] Rasheed, page 5.
[57] JS3, pages 5 and 6.
[58] For relevant recommendations, see A/HRC/25/9, paras. 118.104, 118.103, 118.126.
[59] JS3, p. 10.
[60] JS3, page 5.
[61] For relevant recommendations see A/HRC/25/9, para 118.109.
[62] JS1, page 3.
[63] Al Aman Centre for Human Rights (ACRHR).
[64] For relevant recommendations see A/HRC/25/9, paras. 118.30, 119.3, 120.23, 118.90, 118.86, 118.33, 120.25, 120.26, 118.82, 118.83, 118.84, 118.85, 118.87, 118.88, 118.89, 118.91, 118.92, 118.93, 119.4, 118.25, 120.24, 118.31, 118.46, 118.19, 118.22, 118.43, 118.44, 118.52, 118.53, 118.41, 118.49, 118.50, 118.48, 118.51, 119.2, 119.7, 118.9, 118.45.
[65] AWO JO, para 4.
[66] AWO JO, para 7.
[67] AUM, para 1.4.
[68] Mosawa, page 5.
[69] AWO JO, HRW, UPR-Jordan, Arab Women's Legal Network and Bushra Center.
[70] For relevant recommendations see A/HRC/25/9, paras. 118.36, 118.39, 118.40, 118.24, 118.59, 118.58.
[71] EPCAT, page 2.
[72] EPCAT, ps. 20-25.
[73] EPCAT, p. 32.
[74] EPCAT, page 6.
[75] GIEACPC, p. 1-2.
[76] HRW, page 1.
[77] Tamkeen, page 2.
[78] The number administrative detainees under the Crime Prevention law is about 19,860 in 2015, compared with 20,216 in 2014, 12,766 in 2013, 12,410 in 2012 and 11,345 in 2011, with the percentage of non-Jordanians detained is 4% of the detainees in rehabilitation centres or police departments.
[79] Jordan UPR Observatory, ps. 1.1-1.4.
[80] Jordan UPR Observatory, p. 2.1.1.
[81] HRW, page 6.